



International Programme on the Elimination of Child Labour (IPEC)



International
Labour
Office

IPEC Evaluation

**Creating the enabling environment to
establish models for child labour free areas in
Kenya: Support to the implementation of the
National Action Plan for the Elimination of
the Worst Forms of Child Labour with
special focus on agriculture and older
children
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An independent final evaluation by a team of external consultants

**Busia in Western Province, Kitui in Eastern Province
and Kilifi in Coast Province**

November 2013

This document has not been professionally edited.

NOTE ON THE EVALUATION PROCESS AND REPORT

This independent evaluation was managed by ILO-IPEC's Evaluation and Impact Assessment Section (EIA) following a consultative and participatory approach. EIA has ensured that all major stakeholders were consulted and informed throughout the evaluation and that the evaluation was carried out to highest degree of credibility and independence and in line with established evaluation standards.

The evaluation was carried out by a team of external consultants¹. The field mission took place in September 2013. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

Funding for this project evaluation was provided by the United States Department of Labor. This report does not necessarily reflect the views or policies of the United States Department of Labor nor does mention of trade names, commercial products, or organizations imply endorsement by the United States Government.

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Acronyms, abbreviations and glossary

AAC	Area Advisory Council
AMWIK	Association of Media Women in Kenya
AP	Action Programme (for Implementing Agencies)
APSO	Action Programme Summary Outline
CBOs	Community Based Organisations
CCPT	Child Care and Protection Team
CDK	Catholic Diocese of Kitui
CESVI	Cooperazione e Sviluppo Onlus
CLAN	Child Legal Awareness Network
CLFZ	Child Labour Free Zones
COTU	Central Organisation of Trade Unions
CSEC	Commercial Sexual Exploitation of Children
CSOs	Civil Society Organisations
CWSK	Child Welfare Society of Kenya
DBMR	Direct Beneficiary Monitoring and Reporting
DCLC	District Child Labour Committees
EC	European Community
EIA	Evaluation and Impact Assessment , UIPEC evaluation function
FBOs	Faith Based Organisations
FCI	Farm Concern International
FKE	Federation of Kenya Employers
GDP	Gross National Product
GOK	Government of Kenya
HIV-AIDS	Human immunodeficiency virus (HIV) - Acquired Immunodeficiency Syndrome
HUSO	Human Support Office
IABA	Integrated Area Based Approach
ICS	International Children Support
ICT	Information and Communication Technology
IEC	Information Education and Communication
IFAD	International Fund for Agricultural Development
ILFS	Integrated Labour Force Survey
ILO	International Labour Organisation

IPEC	International Programme for Elimination of Child Labour
IUF	International Union of Food, Agricultural, Hotel, Restaurant, Catering, Tobacco and Allied Workers' Association
KDC	Kitui Development Centre
LCLC	Local Child Labour Committees
LPC	Local Programme Coordinator
MOA	Ministry of Agriculture
MOE	Ministry of Education
MOGCS	Ministry of Gender, Children and Social Development
MOLSS&S (CLD)	Ministry of Labour, Social Security and Services
MOPHS	Ministry of Public Health and Sanitation
MTR	Mid Term Review
NAP	National Action Plan
NCCS	National Council for Children's Services
NGOs	Non-Governmental Organisations
NPM	National Programme Manager
NSC	National Steering Committee
OPCD	Officer Commanding Police Station
OSH	Occupation Safety and Health
OVC	Orphans and Vulnerable Children
REEP	Rural Education and Economic Programme
SCREAM	Supporting Children's Rights through Education, Arts and the Media
SIMPOC	Statistical Information and Monitoring Programme on Child Labour (ILO-IPEC)
SNAP	Support to the National Action Plan
SOLWODI	Solidarity with Women In Distress
SPIF	Strategic Programme Impact Framework
SPO	Senior programme Officer (SPO)
TACKLE	Tackling Child Labour through Education
TBP	Time-Bound Programme
TVET	Technical and Vocational Education and Training
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations Children Fund
USDOL	United States Department of Labour
WDACL	World Day Against Child Labour
WFCL	Worst Forms of Child Labour

Glossary

Boda-boda	A light motorbike
Miraa (also Khat)	An amphetamine-like stimulant, a product which is chewed
Jua Kali	Literal meaning is 'hot sun' – and it is the local name in Kenya given to people who work metal and wood for a living
Baraza	A place where a public meeting is held
Mandeleo jiko,	Fireless cooker
4K Club	The 4Ks stand for KUUNGANA (to unite); KUFANYA (to do); KUSAIDIA (to help) KENYA. 4K Club is a concept that began in the early 1960s after Kenya's independence with the aim of uniting Kenyans to work together to build the country's agricultural sector.
Nyumba Kumi	Ten families

Executive summary

The **International Labour Organisation (ILO)** has been implementing the IPEC project entitled Creating an enabling environment to establish models for child labour free areas in Kenya Support to the implementation of the National Action Plan for the Elimination of the Worst Forms of Child Labour with special focus on agriculture and older children (herein referred to as SNAP or the Project) under a tripartite framework.

The US Labour Department has funding the Project with a total budget of USD 4.6 million and the Government of Kenya has contributed in kind. The implementation period was from 30th September 2009 with the official start up and was closed on 31 November 2013 (the total duration was 46 months).

The Project involved all categories of ILO constituents and partnered with many stakeholder organisations, coordinated by a Project team in Nairobi at the national level. At district level the project activities were coordinated by locally based project coordinators in Busia district in Western Province, Kitui district in Eastern Province and Kilifi district in the Coast Province.

This is a report of the final evaluation of the SNAP Project, undertaken by a team of two independent evaluators, with a field mission in Kenya in September – October 2013. The evaluation methods were mainly qualitative, including a thorough documentation review, in-depth interviews and meetings in all operational areas and with all categories of the Project stakeholders as well as focus group discussions. Quantitative data was gathered from secondary sources and care was made to as much as possible triangulate the information gathered (see details in section 2 Part I of this report and Annex III, Part II of the evaluation report).

Key conclusions

The Project has clearly had an impact and generated an interest within Kenya. It has provided a source of inspiration and built capacity and contributed to understanding on the elimination of child labour within Kenyan government, the ILO constituents and civil society organisations, which is a significant achievement. The senior officials in the Child Labour Division/Ministry of Labour have been committed and actively supported many Project related activities and the working relationship with the Project management team was found to be good. Other social partners contributed in raising awareness of child labour issues and the implementing agencies played instrumental roles in producing the results.

The devolution of power to new County Governments is among others intended to increase the protection of children against social and economic exploitation - part of the many duties of the new counties. At the time of the evaluation, the priorities and resource allocations of the new County development plans were not known. The on-going changes in the government structure leading to a combination of two ministries and new departments in the Ministry dealing with e.g. child and social welfare services may, in the short term, lead to child labour taking a back seat in favour of more general children welfare issues.

The SNAP team has followed most of the recommendations from the Mid Term Review undertaken in 2012, and has accounted for its follow-up actions in its progress reporting. It is noted that some recommendations were outside the control/reach of the Project team such as the official enactment of the Child Labour Policy and the National Action Plan on Child Labour. As for reaching the targets, the Project has achieved effectively, through implementing an integrated area based approach at district level. Most quantitative targets have been surpassed; i.e. for removal 3,857 (target 3,700), prevention 4,409 (target 4,155), and economic support to families of child labourers 1,557 (target 1,000). The exception is boys and girls targeted for “protection” (safety in work places). It appears this target was set

unrealistically high, as only 147 children/youth were reached with safety measures in work places (target was originally 300, later reduced to 100).

The Project staff, its stakeholders in the three districts and the staff Child Labour Division/Ministry of Labour have performed well, in terms of integrating child labour concerns in various policy discussions and making inputs to policies and programmes in cooperation with the Division staff and other Nairobi-based ILO staff. At district and country level, SNAP has informed/advocated for child labour issues to be part of the local development plans for the new county governments. However, the fact that the Government still had not endorsed/adopted the child labour policy, the National Action Plan or Hazardous List at the time of the evaluation should be a matter of concern for ILO, the constituents and the civil society organisations but are clearly beyond the control of the Project.

The Project's advocacy and communication strategy has generally worked well through well-planned series of actions to influence policies and change. The factors identified that make it relevant to replicate it in other areas are first and foremost the placing of the spotlight on the worst forms of child labour, creating a space for stakeholders to voice the need for action to eradicate it and communicating information and knowledge widely at both at district and national level. The Project's partnering with others has been quite significant and has generated additional resources to run the Project and to achieve its goals – through national and district level partnerships. The Network of government and non-government organisations initiated by the Project in 2010, now coordinated by the MoL has been vibrant and is one of the more interesting developments at the national level. As no sitting allowances need to be paid to the attendants it should have a fair chance to function also after the Project ends.

The evaluation team found that capacity building has been a strong and effective element throughout the Project duration and has contributed well to making officials and civil society actors more aware about child labour issues, its complexities and measures that need to be put in place. The Project has managed to support all three districts in establishing models and considerably increased the visibility and dissemination of messages. It has actually contributed to the reduction of incidences of child labour and ensured that more children are in school – while others have gained various job related skills and self-employment. SNAP has created an environment for the models, and piloted activities that contributed to the reduction of child labour in three districts.

The Project staff played an instrumental role in implementing the integrated area based approach in a systematic way and getting organisations and people on board to support the aims of the Project. However, one weakness observed in the chain of the community level monitoring system was that the linkages between the District Child Labour Committees and the Local Child Labour Committees are weak.

After the recommendations from the Mid Term Review in 2012, the Project intensified its efforts to involve 15-17 year olds from the agricultural sector and the partnership with Ministry of Agriculture. However, the extension system in Kenya has been dwindling for a long time and it appeared that “child labour in agriculture” is not high on the priority list of the MOA. Thus it was assessed as unrealistic that it can play any significant role vis-à-vis eliminating child labour in agriculture - unless resources from the Kenyan government or external technical support for this purpose materialises. Although it took off late in the Project cycle, the cooperation with FCI on the other hand generated an interesting model that could be implemented in other areas, in advocating against child labour and simultaneously mobilise small-scale farmers to become commercialised.

Regarding availability of relevant skills training it was found that the three District Youth Polytechnics involved with the Project were requested to adjust their skills training courses to last for six months duration instead of one year, apparently in order to fit in with the timing of the overall field

implementation. It was intended that the training courses would be carried out in a friendly educational environment. It was however clear that there were problems regarding the environment and quality of the training, as well as some environmental conditions in the polytechnic schools.

Families have been supported with various socio-economic interventions and hand-outs to help boost or supplement their incomes (1,444 families were assisted). The evaluation acknowledges the results and the simple rationale behind the strategy to help improve families' incomes to enable them to send children to school and not to labour. From observations made by the evaluation team, however, and the information received during discussions with the beneficiaries in the project districts, it appears that the assistance might not lead to *long-term or sustainable* improvements, simply because of the complex realities experienced by families living in poverty.

The evaluation team assessed that gender disparities/inequality was acknowledged in the Project's steering and planning documents and also taken into account in the implementation of IABA to combat child labour in the selected district levels for which it is commended. The Project has been gender-responsive in terms of disaggregating the data gathered on its activities involving girls and boys respectively through its monitoring system - which is commended. Among the weaknesses of the Project's approach was an inadequacy in making a difference regarding children/young people's engagement in commercial sex with some exceptions. Further, the Project has not been able to challenge prevailing socio-cultural gender norms, for instance in terms of offering non-traditional skills training or opportunities to girls who would/could not stay in formal education - as was prescribed in the Project Document.

The overall project design is based on earlier IPEC experience and is well thought-through, and the comprehensive work plans follow the logic of the design. Placing local external coordinators within government offices in selected districts has made good sense as it has demonstrated what can be done locally to combat child labour through a pilot with external resources and concerted efforts. The 6-monthly progress reports are rich in narrative and provide essential information – but not very reader-friendly as the narratives are placed in tables.

Lessons

1. ILO needs to explore alternative methods and approaches in its technical cooperation activities, when advocating for education and against child labour, as the striving to meet set quantitative goals in a short/limited period of time may actually generate success only in the short-term.
2. More attention needs to be paid to quality aspects of education and training in particular when enrolling young boys and girls as residents (boarders) in polytechnic/TVET institutions. Much more monitoring and follow needs to be done. The success of training should not be dependent on co-financing agreements with parents/families living in poverty. More learning needs to be done on how ILO, its constituents and development partners can support child labourers/former child labourers both girls and boys to acquire competences that may enhance their ability to secure and retain a job – which should include skills related to teamwork, problem solving, information and communications technology (ICT) and language skills.

Good practices

Among the good practices identified are:

1. The child labour Network set up at the national level
2. The support to small-scale farming households to raise their economic status through new the introduction of new technology, increased production and commercialisation. The innovative element here was the entry point identified by the Project to advocate against the worst forms of child labour which appeared to have worked well and should be replicated.

Recommendations

1. ILO should, in discussions with partners (globally), work out technical cooperation on child labour issues that are even more focused on policy-making and institution-building and less focused on attempting to reach targets in terms of withdrawing children from work. This should be more geared to ensuring that the combat against child labour has institutional homes and are less project-driven as it were.
2. The Area Advisory Councils and the District Child Labour Committees should follow-up, and ensure that the new County governments allocates resources to meet the needs to eradicate child labour through education and skills training in up-coming new development plans.
3. The National Steering Committee should work with the government so the child labour policy and the national action plan are finally enacted and that the list of hazardous work is published (gazetted) as part of the Employment Act. The members of the child labour Network coordinated by MoL, should build on the momentum created by ILO-IPEC and ensure that primarily government resources are allocated also at national level to support further efforts including the enforcement of policies.
4. The GOK should replicate the feasible elements of the strategies used by ILO-IPEC in other areas in Kenya, making use of the human resources and capacity built among ILO's constituents and partner organisations.
5. ILO must in the future ensure that its technical cooperation projects that offer children or young people enrolment in training institutions with boarding arrangements have adequate standard as well as commitment from the part of the institutions - closely monitored by the implementing agencies and ILO project staff.
6. ILO-IPEC should be more realistic in the expectations that the practice of giving hand-outs in Kenya will lead to increased and sustainable socio-economic wellbeing. The ILO-IPEC should place more efforts in learning and spreading knowledge about the FCI village commercialisation model, which appears to be a more holistic way to assist small-scale farmers to enhance their economic status and can provide a good entry point to advocate against harmful child labour and maintaining children in school. ILO and its partners should look into the possibilities of promoting the implementation of this model also in other areas and countries.
7. ILO and its constituents should identify new ideas to enable girls, especially, to venture into typical male-dominated skills training and job areas in order to increase their opportunities on the job market.

1. Introduction

1. This is Part I of the report of the final evaluation of the Project entitled “Creating an enabling environment to establish models for child labour free areas in Kenya Support to the implementation of the National Action Plan for the Elimination of the Worst Forms of Child Labour with special focus on agriculture and older children” (herein referred to as SNAP or the Project). Part II contains annexes and is a separate document.
2. The Project has been implemented by the International Labour Organisation (ILO) through its International Programme of the Elimination against Child Labour (IPEC) with an aim to progressively eliminate child labour, especially its worst forms.
3. In brief, the task of the evaluation team was to assess the Project as a whole, which included assessing the validity of the Project design. Achievements and results were to be determined as well as factors that contributed to reaching the objectives. Any unintended benefits were to be documented. The task of the evaluation was also to determine to what extent the Project was in line with relevant national policies in Kenya and to what extent it is likely that systems, models and/or benefits were to be sustained after the closing of the Project. It would also identify good practices and lessons learnt as well as provide recommendations based on the conclusions of the evaluation².

² Terms of Reference for the assignment.

2. Methodology

4. The project evaluation was carried out by two independent (external) evaluators during September – October 2013, primarily through:
 - Developing an evaluation methodology;
 - Reviewing relevant documentation using a format for synthesising findings and reflections;
 - Interviewing key ILO staff in Geneva in August-September;
 - Collecting data and information in Kenya during 8th to 27th September including visiting the three project districts;
 - Visiting the three district project areas, interviewing stakeholders and beneficiaries, holding/attending meetings and focus group discussions;
 - Attending a Validation workshop in Nairobi in which the key preliminary findings were presented and discussed through groups work followed by presentation by the participants;
 - Analysing the findings and making recommendations based on the conclusions;
 - Drafting a draft evaluation report and incorporating feedback and comments consolidated by ILO; and
 - Writing and submitting a final evaluation report.
5. The evaluators have made use of available data collected by, and through, the Project. Quantitative information has been drawn from secondary sources, such as reports prepared by Project staff and technical reports prepared by various institutions and private sector actors/consultants. Triangulation/cross-checking of information was done. Questions were posed to, and discussed with staff of ILO headquarters in Geneva; ILO Country Office in Nairobi; the SNAP project staff (including former project staff); ILO constituents (Government, Employers and Workers organisations), civil society organisations and private sector actors. A discussion over telephone (Skype) was held with representatives of the US Labour Department (USDOL) in Washington at an early stage in the data gathering process.

2.1 Limitations

6. One constraint in the evaluation study was the fact that the Project's M&E framework was not very user friendly in terms of applying the indicators of achievement to determine progress in reaching targets. At the time of the evaluation visit the M&E officer had left the Project and the remaining staff was not well acquainted with the use of indicators or indeed the purpose as measuring instruments vis-à-vis the set targets.
7. Another limitation to the study was that several of the implementing agencies had completed their work during the evaluation visit, and some of the IAs field staff were not well informed about the field operations which had taken place and some information was therefore hard to get by.

3. Context

3.1 Global estimates

8. The ILO recently stated that child labour has declined globally by one third since 2000, from 248 million to 168 million. Those in hazardous works have halved from 171 million to 85 million but this still is not enough to reach the goal of eliminating the worst forms of child labour by 2016³. Many child labourers, girls and boys aged 5 – 17 years, are agricultural sector in e.g. crop and livestock production, including fisheries and aquaculture regarded as some of the most dangerous areas of work in terms of fatalities, accidents and occupational diseases.

3.2 Child labour in Kenya

9. It has been estimated that around 1 million children (decreased from 1.9 million in 1991), aged 5-17 are working in Kenya and are deprived of education, health services and other basic needs⁴. Child labours are most often found within the informal economy. Agriculture is a major employer of children who work in settings such as family farms with ploughing and harvesting, and with harmful fertilizers and pesticides. **However, there remains a lack of comprehensive and reliable data on how many children are in child labour in Kenya. The analysis of the findings of the household survey in 2008 made it clear that data had limitations⁵.**
10. Children perform many tasks both on and off small-scale farms in relation to subsistence farming, both girls and boys, as well as within out-grower farms, including coffee, tea and *mira* (a stimulant plant), rice, sisal, and tobacco are cultivated as cash crops. Child labourers are also involved in harvesting sand and various kinds of mining such as sand, gold, coral stone bricks for construction and work on limestone for souvenirs. They are involved in sugar harvesting and crushing sugarcane in the process of making of illicit alcohol brew, fishing, scavenging, in pastoral ranches, and with fishing. Other economic activities of children in Kenya include scavenging dumpsites, collecting and selling scrap materials, glass and metal, street vending, herding and begging. Girls work as domestic helpers or housemaids where they are often trafficked by their own family members. Both girls and boys are exploited in commercial sex for in the tourism industry and children are used in ferrying arms and drugs across borders to neighbouring countries⁶.

3.3 Factors leading to child labour

11. Despite economic growth Kenya is still a low-income country. It ranks 128th among 169 countries in the United Nations Development Programme's Human Development Index which measures development in terms of life expectancy, educational attainment and standard of living⁷. One of the main causes of child labour is poverty, which in turn, is linked to a number of factors such as environmental degradation (e.g. poor water management, soil erosion, declining soil fertility and land degradation), climate change, drought and ethnic conflicts often caused by diverse ethnic groups competing since independence for land, financial resources and political power.
12. Kenya has one of the world's fastest population growth rates with nearly half the country's 40 million people live in poverty⁸ or are unable to meet their daily nutritional requirements. Although

³ Marking Progress on Child Labour, report by ILO. Source: <http://www.unmultimedia.org/tv/unifeed/2013/09/ilo-child-labour/>

⁴ The 2008 Child Labour Analytical Report, Kenya National Bureau of Statistics (with support from ILO-IPEC).

⁵ Project Document, SNAP, ILO-IPEC.

⁶ Ibid.

⁷ IFAD has remarked that this ranking seems like "a paradox" in a country that has one of the best-developed economies in Eastern Africa. Kenya (source: IFAD, <http://www.ruralpovertyportal.org/country/home/tags/kenya>.)

⁸ Ibid.

conditions have improved somewhat since the early 1980s, the poverty rate has remained steady at about 48 per cent. About 80 per cent of the population lives in rural areas relying on agriculture for most of its income - mainly on smallholder subsistence agriculture that produces 75 per cent of total agricultural output.

13. The effects of HIV-AIDS have greatly contributed to child vulnerability and children from families living in poverty, as they often have to work in order to survive or supplement household incomes⁹. Inadequate access to education in some areas and poor quality education is yet another factor driving some children into child labour¹⁰.

3.4 Policy, governance and legal framework

14. The Government of Kenya is committed to eliminate child labour by 2015 and the new constitution (2010) provides for the protection of children against social and economic exploitation. It has ratified key international conventions related to children, including the UN Convention on the Rights of the Child, African Charter on the Rights and Welfare of the Child (ACRWC), and ILO Conventions No. 138¹¹ and No. 182¹².
15. The recently completed Decent Work Country Programme (DWCP) for Kenya covering the period of 2013 – 2018 is the second generation of this programme. It is aligned to the United Nations Development Assistance Framework (UNDAF).

3.4.1 Relevant policy and legal frameworks for children in Kenya

16. According to the Kenya Vision 2030, the country's development blueprint, Kenya strives to become a globally competitive and prosperous nation with a high quality of life. The social goal is to become a just and cohesive society and improved prosperity in all regions of the country by achieving a 10% Gross Domestic Product (GDP) growth rate by 2012. Progress in this respect is being monitored through five-year rolling plans, the first one being the Medium-Term Plan 2008-2012¹³. A number of laws and regulations exist that directly, or indirectly, address child welfare and child labour:
17. The Employment Act (2007) sets the minimum age for employment at age 16 and the minimum age for hazardous work at age 18. The Act prohibits the employment of children in the worst forms of child labour. Children between the ages of 13 and 15 may perform light work. However, the law has not been formally passed yet determining what should be viewed as light work, which makes children between the ages of 13 and 15 vulnerable to labour exploitation¹⁴. However, the Industrial Trainings Act allows children below 15 years to apprentice in industrial work job without setting a minimum age, and the Employment Act is subject to the provisions in the Industrial Trainings Act. The list of hazardous work was completed by the Government of Kenya (GoK) in 2008 which is intended to prohibit children's work in agriculture, domestic service, transportation, mining and stone crushing, herding of animals, deep lake sea fishing, work in warehouses and work in the urban informal sector.

⁹ SNAP Project Document, p. 1.

¹⁰ 2nd Decent Work Country Programme (DWCP) 2013-2018 for Kenya.

¹¹ Convention 138 concerns Minimum Age for Admission to Employment.

¹² Convention 182 concerns Prohibition and Immediate Action for the Elimination of the WFCL.

¹³ Relevant sectorial plans are: the Labour, Youth and Human Resource Development Sectorial Plan (2008-2012), and the Child Protection Strategic Plan (2008-2012). Both refer to vulnerable children and/or child labour specifically (Project Document).

¹⁴ Source: <http://www.dol.gov/ilab/reports/child-labor/kenya.htm>

18. Kenya passed the Sexual Offences Act in 2006 (No. 3) and the Counter Trafficking in Persons Act in 2010 (No. 8). The latter aims to protect trafficking victims and prohibits the recruitment, transport, transfer or harbouring persons, including children, for forced labour, and lays out penalties for offenses. Several policies specifically cater for the rights of children; among them are the Children's Act in 2001, the National Children's Policy (based on the UN Convention on the Rights of the Child) and the national Child Labour Policy. The latter policy is a comprehensive strategy for formulation, implementation and mobilisation of the necessary resources to fight child labour. It has been worked on for many years. The 2009 Project Document for SNAP mentions that the MOL anticipated that the National Parliament would endorse the Policy before the end of that year. However, this not been done to date.
19. There are three important developments in Kenya's education sector. The first one is the re-introduction of the Free Primary Education programme that has enabled Kenya to make good progress toward attaining universal primary education¹⁵. The other two are the enactment of the national policy on education, namely; the Session Paper No. 14 of 2012 on a Policy for Reforming Education and Training as well as the Basic Education Act, 2013, which is the legal framework for Kenya's education and training sector. Both of these frameworks anticipate a free and compulsory basic education¹⁶ for all Kenyans.

3.4.2 Devolution to county governments

20. The economic development of Kenya's ethnically diverse regions has since its independence in 1963 been centrally planned from Nairobi with some regions ending up being marginalised. A new Kenyan constitution was passed during a 2010 referendum¹⁷ and the County¹⁸ Governments, foreseen in the constitution, are in the making. Their mandate involves collection of property and entertainment taxes, provision of core services such as pre-primary education, vocational training, primary healthcare and transport. The general election held in March 2013 resulted in new leaders being sworn in and taking office in the Counties, such as Senators, Governors and other representatives.
21. The new government structure involves a comprehensive devolution process, currently under way. It will transfer power from the national government to the new 47 county governments, replacing the provincial units¹⁹ and determine the distribution of functions. The devolved governments are expected to be more in touch with what is needed for their counties and should promote participatory decision-making by the people who are directly affected, respecting the rights of the marginalised, and ensure that they are adequately consulted. They should also promote the representation of women, youth and other marginalised groups in public offices while the Parliament is expected to enact legislation under Article 100 to ensure representation of marginalised people. Protection of children against social and economic exploitation should also be part of the duties of the counties²⁰.
22. Following the changes in the government, the Ministry of Labour has been renamed Ministry of Labour, Social Security and Services²¹ (MOLSS&S but referred to as MOL in this report) after it

¹⁵ In 2002, net primary school enrolment was 61.7 per cent and increased to 74.17 in 2003, and by 2009 net enrolment rate had reached 82.7 per cent (source: Self-evaluation report, ILO SNAP).

¹⁶ Basic education is defined as pre-primary education to secondary education.

¹⁷ The work on this constitution started in the 1990s.

¹⁸ Each of the 47 counties consists of sub-county units (the former districts).

¹⁹ The Division of Revenue Bill provided some KSh210bn – or 34.5 per cent of projected revenue – until 2014 for the 47 counties. Source: *Kenya's devolution revolution* in Theafricareport.com, article by Parselelo Kantai, Thursday, 19 September 2013.

²⁰ Source: Understanding the Constitution of Kenya, May 2012, p.143, para 14.5.1.

²¹ The correct abbreviated of this new, large Ministry is MOLSS&S –herein just referred to as MOL.

was combined with the former Ministry of Gender, Children and Social Development (MOGCSD). The MOL has 44 County Labour Officers at county levels, replacing the District Labour Officers. At the time of the evaluation, this ministry had 5 staff members posted in five sub-counties²².

3.5 Technical cooperation on child labour in Kenya

23. Elimination of child labour is part of the work of ILO, guided by its standards, fundamental principles and rights at work and part of its Decent Work Agenda and DWCP. ILO provides technical assistance to its tripartite constituents; Government, workers and employers. Since 1992 ILO-IPEC in Kenya have contributed to the creation of awareness on child labour in cooperation with the constituents and partner organisations as well as with UN agencies. ILO has supported the Government's efforts to create an enabling legal and policy environment and building partnerships. Direct support has also been given to children and families to keep children away from child labour.

3.5.1 Time Bound Programme

24. The forerunner programme in Kenya is the *Project to support the Time Bound Programme (TBP) on the Elimination of Child Labour*, implemented between 2004 and 2008, funded by the US Labour Department (\$ 5 M). It had much the same, or similar, interventions as the evaluated Project SNAP, such as raising awareness and expanding knowledge base on the worst forms of child labour (herein referred to as WFCL). Its upstream approach aimed at harmonizing legislation and enhancing capacity and establishing effective models to withdraw children from WFCL. The downstream approach was aiming at giving access to quality primary education and vocational training, targeted vulnerable groups and families who are prone to WFCL for economic empowerment. Whereas the project to support the TBP had activities in ten districts, the SNAP implemented its activities in three out of these; Kitui, Busia and Kilifi.
25. The final evaluation of the project to support the TBP in 2009 recommended that MOL should finalise the National Child Labour Policy as a matter of urgency. It recommended that before any new project was to be implemented, the legal framework should be prioritised before rolling out any child labour action programmes. Further, it was pointed out that MOL needed adequate staff, ministerial support and authority to provide oversight and coordination of child labour activities in the country. The evaluation also recommended that District Child Labour Committees (DCLCs) should be empowered and expectations on the Local Child Labour Committees (LCLCs) should be revisited such that appropriate forms of remuneration and recognition should be inbuilt in any programme approach. Further, it recommended that the National Steering Committee and DCLC's should create links with agencies and programmes that could leverage consistent access to expertise (e.g. school feeding programmes, income generating programmes for vulnerable families, cash transfers for orphans and vulnerable families, secondary school bursary support, and psychosocial rehabilitation for children who have been abused on a long-term basis).
26. Other recommendations were related to safety net support for families to be distinguished from project interventions for economic empowerment. Well-targeted short-term programmes should be designed to validate scalable strategies. It also acknowledged that a child labour monitoring system was important for a national programme. It recommended that in a future programme, greater focus should be placed on strong strategies regarding children in commercial sexual exploitation (CSEC). Finally, the police force should be equipped to carry out appropriate enforcement through in-service training, with child labour issues mainstreamed into training curricula.

²² Deputy Assistant Labour Commissioner, MoL (CLD) in an interview.

3.5.2 *Tackling child labour through education*

27. The *Tackling Child Labour through Education (TACKLE)* Project was executed by the ILO and funded by the European Commission. This was an inter-regional programme operated in 11 African, Caribbean and Pacific countries (Angola, Fiji, Guyana, Jamaica, Kenya, Madagascar, Mali, Papua New Guinea, Sierra Leone, Sudan and Zambia). The Kenyan Project was operated concurrently and in close cooperation with SNAP and ended in August 2013. TACKLE has been seen as a follower to the Project to support the Time Bound Programme. One of the main thrusts was policy work with the ministries of Education, Gender, Children and Social Development, and Labour. It was implemented in close partnership with the Ministry of Education and ended in mid-2013. The Project generated networks on child labour and education through advocacy and dissemination of good practices as well as for building institutional capacity to formulate and implement strategies.

4. The Project SNAP

28. The International Labour Organisation (ILO) is implementing the SNAP under a tripartite framework at both national and district/local levels. The USDOL has provided funds to the Project with a total budget of USD 4.6 million. The Government of Kenya has contributed in kind. The duration is from 30th September 2009 to 31 November 2013 (46 months). A project team was based in the ILO office of the UN complex in Nairobi. This consisted of a National Programme Manager (NPM), a Senior programme Officer (SPO) (who left her assignment in October 2013), a Finance and Administration officer (who started in December 2012, replacing the former staff member), a Monitoring and Evaluation Officer (who ended his assignment in May 2013) and a Driver. Three Local Project Coordinators were placed at district level; Busia in Western Province, Kitui in Eastern Province; and Kilifi in Coast Province.

4.1 Project design

29. The project design builds on the experience and knowledge generated from the earlier IPEC technical assistance in Kenya and also on study findings identifying priority areas of action, which were discussed and validated in a stakeholder workshop. A Strategic Programme Impact Framework (SPIF) involved stakeholders in a participatory process²³.

4.1.1 Aims, objectives and strategies

30. The Project aims at ensuring harmonization and enforcement of relevant national policies, programmes and legislation with the Kenya National Action Plan (2004/ 2015) to Eliminate Child Labour. It also seeks to enhance the capacity of national and devolved authorities and the social partners to support the effective implementation of the NAP. Finally the SNAP project seeks to test and document effective model for establishing child labour-free zones (CLFZs) in selected locations within the three counties of Kilifi, Busia and Kitui.
31. The **development objective** is defined as: Incidence of worst forms of child labour reduced through effective implementation of the National Action Plan. The three **immediate objectives** are intended to jointly contribute to this development objective:
- At the end of the project, relevant national policies, programmes and legislation (are) harmonized with the National Action Plan to eliminate child Labour and enforced.
 - At the end of the project, the capacity of national and local authorities and social partners is enhanced to support the effective implementation of the National Action Plan.
 - At the end of the project, effective models for establishing child labour free areas are tested in three (3) Districts with documented processes and experiences Stakeholders.
32. According to the Logical Framework Analysis (herein referred to as the LFA, or Logframe), the objectives should ideally be reached within the duration of the Project. In order to reach these objectives, the Project would produce **ten outputs** through the undertaking of a number of activities. Indicators of achievement are formulated in order to enable somebody, for instance evaluators, to “measure” how far and to what extent the Project has been able to achieve the outputs and obtain/contribute to the objectives²⁴.

²³ Report on self-evaluation, SNAP, ILO-IPEC.

²⁴ SNAP Project Document.

33. The evaluation team has made some reflections on the Project design as it is outlined in the LFA matrix of the Project Document, the Project's steering document. The soundness and coherence of its elements (outputs, activities, indicators and assumptions/risks) have been looked at and the logic in the way these elements relate to one another. It has been found, that overall the Logframe is well thought-through with a rather modest (adequate) number of objectives and outputs. The majority of the outputs are defined as something "tangible" to be obtained and the relationships between the elements are mainly coherent. Some exceptions were observed such as Output 1.1, which is supposed to lead to the Immediate Objective No. 1, not being clearly distinguishable from the objective itself.
34. The comprehensive work plans/progress reports largely follow the logic designed for the Project, as shown in the Logframe. These documents have a number of quantified targets but the targets are used interchangeably with indicators (which are not quantified). This does not make much sense as indicators are intended to help determine or measure *to what extent the targets* were met. The following examples from the Technical Progress Report (TPR) April 2013²⁵, demonstrate this mix-up of indicators and targets which in fact has rendered the indicators meaningless, or unusable²⁶:
- **"This indicator will not be fully met** as district level plans will not be developed until 2013. It is proposed through a Project Revision that this indicator be deleted." (TPR, April 2013, p. 15)". Evaluators' comment: It's the target that is to be met – not the indicator, as the indicator is an instrument to measure to what extent the target (or goal) has been met.
 - **"ILO/IPEC (SNAP Project) has contributed to indicator 4 through provision of support** to the MoL to establish the round table of partners working on child labour issues. This is composed of approximately 24 partners who have also resolved to report their data to the MoL (Child Labour Division)" (TPR, April 2013, p. 23). Evaluators' comment: The Project should contribute to the target, not the indicator - as the indicator is an instrument to measure to what extent the target (or goal) has been contributed to.

Implementation strategy

35. The project strategy was well worked out and is based on the experience from IPEC that was implemented earlier. The new element in this Project is that Local Project Coordinators were posted at district level (one in each of the three districts). This proved to be beneficial as ILO has been able "come closer" to reality, and the project committees, as it were, and could closely follow and monitor the NGO's field activities.
36. Part of the strategy is also to work at the national level to further integrate child labour concerns into other sectors thus further harmonizing all relevant policies and programmes, as well as strengthening enforcement capacities. At country level the Project operations are based on a phased, multi-sector strategy, and in order to achieve the three immediate objectives, it applied an Integrated Area-Based Approach (IABA). This approach required that the Project was present in the field, thus Local Project Coordinators were posted at district level (one in each of the three districts). This proved to be beneficial as ILO has been able come closer to the structures and action on the ground. Implementing agencies (Non-Governmental Organisations and Community Based Organisations) were sub-contracted to mobilise and train local communities, schools and the beneficiaries (children and their families) at local level. ILO entered into formal agreements with the organisations and

²⁵ The TPR, April 2013 accounts for activities from the start of the Project (cumulative), therefore most of the references of activities undertake are made to this particular report.

²⁶ It was also noted that the Project staff could not explain how they understood the use of indicators and the difference between targets and indicators in relation to the Work Plan and the M&E project staff member has left the Project.

Action Programmes were developed and implemented²⁷. The Project Document²⁸ guided the Project to consider the following categorization in its implementation strategy, in line with the National Action Plan:

- Prevention (agriculture, CSEC, child domestic labour, urban economy, fishing, mining and quarries);
- Protection (e.g. in agriculture, urban economy); and
- Withdrawal/removal, rehabilitation and integration (same areas as for prevention).

37. The design placed emphasis on child labourers aged 15-17 years working in rural areas, particularly in agriculture. In total, 8,155 children were to be included in the interventions in the three districts through withdrawal/removal (3,700 children), protection in work places and undertakings (300 children), and prevention from child labour through the provision of educational and non-educational services (4,155 children). Other activities were performed through Action Programmes with the Kenya Federation of Employers (KFE) and the Central Organisation of Trade Unions (COTU).

4.2 Institutional framework and stakeholders

4.2.1 The framework

38. The Government set up a National Steering Committee (NSC) on the elimination of child labour in 1992 and ILO's role vis-à-vis the this committee is advisory²⁹. The NSC assumed the responsibility for coordinating all child labour initiatives in the country and guiding actors working on the issue on priorities and implementation of the National Action Plan (NAP). The Permanent Secretary³⁰ of the MOL is the Chairperson³¹.
39. The technical committee of the NSC is made up of MOL, COTU and FKE. The Child Labour Division of MOL is the Secretariat of the NSC. It was tasked with reviewing and approving the Action Programmes with implementing partners and guided the implementation of the project. It also held consultative meetings with the members. Joint monitoring missions with the social partners were also carried out to review progress at district/local levels. Child labour focal points were identified within the main government ministries including the Ministries of Education, Agriculture, and Gender, Children and Social Development (the Children's Department).
40. The project supported the National Steering Committee to hold its round-table meetings to discuss matters regarding the national child labour policy and the list of hazardous work. However, it was found that only two meetings were held during the lifetime of the SNAP project. Stakeholders have opined that this is due to low prioritization of child labour issues at the Ministry³². The NSC is a

²⁷ See Annex X, Final evaluation report, part II for details.

²⁸ "Key Characteristics of Direct Beneficiaries (Children)", Project Document, Annex G, p. 96.

²⁹ Project Document.

³⁰ With the new constitution the Permanent Secretaries are to be designated as Principal Secretaries.

³¹ The official members are Ministry of Education; Ministry of Higher Education, Science and Technology; Ministry of Agriculture; Ministry of Gender, Children's Affairs and Social Development; Ministry of Planning, National Development and Vision 2030; Ministry of Youth and Sports; Ministry of Local Government; Office of the Attorney General; Ministry of National Heritage and Culture; Ministry of Mines and Geology; Ministry of Justice, National Cohesion and Constitutional Affairs; Ministry of Public Health and Sanitation; Ministry of Information and Communication. In addition, membership includes the national social partners, the Central Organisation of Trade Unions (COTU) and the Federation of Kenya Employers (FKE) (Source: SNAP Project Document, p. 56).

³² Mid Term Review report, SNAP.

“gazetted” committee, which implies that sitting allowances are to be paid to the attendants, which the ILO could and would not accommodate from its budget.

41. The evaluation team noted that MOL had assured ILO that steps would be taken to address issues that affected its function in relation to IPEC projects implemented earlier in Kenya. It would also expand and strengthen the committee to deal effectively with matters relating to worst forms of child labour and implementing the NAP³³. This seems not to have materialised. The Project management thus proposed that MOL should set up a Network through which the Project could discuss with representatives of the government, civil society and international partners. At the district level, District Child Labour Committees (DCLCs) were either revived from the earlier IPEC projects, or established. Local Child Labour Committees (LCLCs) of volunteers were formed at sub-county/local levels.

4.2.2 Key stakeholders

- The **MOL** is the key authority responsibility of leading the NSC. MOL has allegedly not recruited new staff for many years, has a weak labour inspection capacity and few resources. The recent changes, at ministerial level, have brought in a few new units to MOL, such as the department of children services, the national council service for people with disabilities, and a social development department³⁴. The two senior officials in the Child Labour Division, MOL, are committed and have been active in supporting many Project related activities. The working relationship with the Project management team was assessed as good.
- The **Kenya National Bureau of Statistics (KNBS)** is the official custodian of government statistical information. It maintains a database of all national surveys including National Population and Housing Censuses. Its infrastructure for data collection includes District Statistical Officers and trained enumerators in every district. ILO, MOL and KNBS have held discussions on the possibility of ILO providing support to carry out a national child labour survey, which would be followed by different organisations collecting data to be fed into the national database. It was found that this would be a costly exercise and eventually did not materialise (this was not to be part of the Project SNAP).
- The **employers** were represented through the KFE.
- The **trade unions/workers unions** involved were the COTU, Kenya Union of Sugar Plantations and Allied Workers (KUSPAW), Kenya Union of Domestic, Hotel, Educational Institutions, Hospitals and Allied (KUDHEIHA), Kenya Plantations and Agricultural Workers Union (KPAWU) and Kenya Long Distance Truck Drivers Union (KLDTDU). These all played their parts mainly in raising awareness of child labour issues among its respective members. Their activities and budgets were specified in formal agreements with the Project.
- The Project has been working with 14 **implementing agencies** in the districts, through action programmes³⁵ (CSOs, NGOs). There were also a number of other collaborating partner organisations, among them are: Save the Children, ANCPPAN, CEFA, International

³³ Project Document.

³⁴ Interview with CLD senior officials.

³⁵ The implementing agencies are: Kitui Development Centre (KDC), Solidarity with Women in Distress (SOLWODI), Human Support Organization (HUSO), International Child Support (ICS), Catholic Diocese of Kitui – (CDK), Rural Education and Economic Enhancement Programme (REEP), Child Welfare Society of Kenya (CWSK), Moving the Goal Posts (MTG), Strengthening Community Partnership and Empowerment (SCOPE), Kilifi Jua Kali Association, Kenya Alliance for the Advancement of Children Rights, Kenya Institute for Curriculum Developers, National Council of Children Services,, Association for Physically Disabled in Kenya and Farm Concern International.

Committee for the Development of People (CISP), CESVI, Undugu Society, Association of Media Women in Kenya (AMWIK), Terres Des Hommes, UNICEF, End Child Prostitution in Kenya (ECPIK), Child Fund in Kitui. In Busia, the project developed partnerships with the Children's Legal Awareness Network (CLAN) and Regional Counselling and Regional Counselling and Psychosocial Organization (RESCOU) - who offered provided services legal aid and counselling services to children withdrawn and prevented from child labour - and the Jua Kali Association.

4.3 Mid-Term Review and self-evaluation exercise

42. The ILO undertook a Mid-Term Review in March 2012 and the stakeholders' workshop was held on 27th March 2012 in Nairobi. It concluded that the project had achieved success in various areas and was on course to reach its objectives and targets. The evaluation team recommended that certain areas should be "deepened" such as awareness-raising activities, continued capacity-strengthening on effective actions on child labour at all levels and involvement of the private sector and follow up on national level activities. It also recommended intensifying the focus on older children (15-17 years old) and children in agriculture.
43. This final evaluation has found that the Project team has attempted to follow the majority of the recommendations and has accounted in detail for its follow-up actions³⁶ including bringing more attention to 15-17 year olds and children working in agriculture. It is also noted that some recommendations addressed necessary actions that were outside the control/reach of the Project team such as ensuring that the CLP and the NAP were adopted. The Project undertook a self-evaluation exercise in February 2013³⁷ following which it was recommended that the project would hand over successes or failures to the government at closure and to discuss what could constitute good practices and how these should be documented.

³⁶ Technical Progress Report (TPR), April 2013, Annex F. A few recommendations could not be followed as the conditions for them were outside the control of the project, e.g. the study of the potential impact of changing government administrative and policy-making structures. Such a study would have been premature as the legal and policy reform was still ongoing and the structures were not finalised (the devolution) even at the time of the final project evaluation. However the project continued to monitor the progress.

³⁷ Source: Self-evaluation report, SNAP. The exercise took place during a three-day workshop facilitated by a consultant (28 participants) in Mombasa, February 18th - 20th, 2013.

5. Harmonization of policies with National Action Plan

44. One of the most important objectives of SNAP was the harmonisation/integration of child labour issues in national policies and programmes (Immediate Objective 1). Below are the findings on key achievements related to each of the four outputs intended to lead to that objective - as outlined in the Logframe Matrix³⁸ and the subsequent annual Work Plans:

5.1 Integrating child labour concerns into policies and strategies (output 1.1)

45. At the national level the Project has contributed to policy discussions and made inputs to policies in cooperation with MoL/Child Labour Division staff, and jointly with the TACKLE project staff. The aim has been to ensure that child labour issues are integrated in relevant policies, legislation and programmes. Apart from specific child labour discussions, Project staff members participated in various key fora and committees on education, social protection (e.g. MOL's Social Protection Policy), decent work (the second generation of the Decent Work Country Programme³⁹ which has recently been endorsed) and youth employment/training. The project also made inputs on child labour issues into the new United Nations Development Assistance Framework (UNDAF)⁴⁰.

5.1.1 Child Labour Policy

46. The endorsement of Child Labour Policy (CLP) has lagged for several years and has still not been endorsed/formalised by the government, thus the Project has operated without this important policy framework. Adoption of the child labour policy is needed to ensure that budget allocations are based on officially adopted policies so as to provide credibility to government-lead child labour actions.
47. The evaluation team found that despite the efforts and good work done by the Child Labour Division, SNAP and TACKLE have not made much headway in getting the policy adopted. At the time of the evaluation, the Labour Commissioner of the Division was awaiting the outcome of the Cabinet's review of the latest draft of this policy - to which both SNAP and TACKLE projects have given inputs. The activities that preceded the latest submission to the Cabinet included a review by a consultant of the new constitution in June 2012. The on-going government change process was addressed in this review. The draft policy was discussed with stakeholders and presented in the NSC meeting held in September 2012. The processing of the draft policy was interrupted during the transition period when the National Assembly was dissolved in readiness for the last General Elections that were held in March 2013. After a new government came into place the draft was sent back to the MoL in May 2013. MOL then resubmitted the document to the Cabinet by end of June 2013.
48. Both the Project management and the Child Labour Division staff expressed to the evaluation team their desire to have the draft policy endorsed by the Cabinet during 2013, after it was to be debated in the National Assembly. The Deputy Labour Commissioner was hopeful that the MoL's Principal Secretary would follow up on the progress. The challenge for the MOL staff is that the new large Ministry (combining labour and social security and gender) will have to decide whether to have one policy on children's welfare and one separate policy on child labour or one combined policy on children. Some of the respondents interviewed suggested that the Child Labour Policy be combined

³⁸ Project Document.

³⁹ The DWCP is not yet signed by the Government, but reportedly approved by ILO Hqs (Source: NPC, SNAP).

⁴⁰ The present UNDAF is valid until 2014 and the process to develop the subsequent UNDAF (covering 2014-2018) has started. The project staff and other ILO-IPEC staff members have contributed in this process to safeguard child labour issues concerns.

with existing policies into one policy that would strengthen the policy framework enhancing inclusion of child labour concerns. There was concern that child labour issues might take a back seat from child welfare issues, or become “watered out” in the new, loaded Ministry and new county governments after many years of concerted work.

5.1.2 National Action Plan

49. The Project has also supported MoL in reviewing and revitalising the National Action Plan (NAP) on Elimination of Worst Forms Child Labour, a comprehensive framework for the realization of Kenya’s commitments. Although the intention was that it would guide the implementation of the policy, however, it has not yet been endorsed and has remained outstanding since 2004 when the work it took off.

5.1.3 Hazardous list

50. The list of hazardous activities was developed as part of the regulations of the Employment Act with support from IPEC and the social partners (ILO constituents) played a crucial role in the finalisation of these policies and the SNAP project has continued to work on this. The Project recruited a consultant who revised and up-dated the draft list guided by both MoL and SNAP, facilitated a Minister to acquire inputs from the districts and an official from ILO presented it to the Government. At the time of the evaluation visit a legal officer was reviewing the list; in conjunction with the Attorney General’s office several government departments are involved. When this process is completed it is expected that it will be passed to the Minister for endorsement and it appears that approval by the Cabinet or the Kenyan Parliament is not required for it to be gazetted⁴¹.
51. IPEC has provided technical assistance to the constituents to work on the CLP, NAP and hazardous work list earlier e.g. through the TBP Support Project. The Project, in cooperation with MOL, reviewed these drafts to determine what revisions were needed for them to be in line with the new Constitution. It is also concluded that the Project sensitized County government officials in the three project areas with an expectation that once the new county development plans are prepared, strategies to combat child labour would be drawn and budgeted for. The fact that the Government has not yet endorsed/adopted the CLP, and that NAP is not official and the hazardous list is not gazetted at the time when both TACKLE and SNAP projects are ending should be a matter of concern for ILO, the donor agency and partners – in particular in light of the fact that the government structures at national and county levels are new and the development plans at county level are not yet known.

5.2 Enforcement of legislation relevant to child labour (output 1.2)

52. The activities undertaken under this output were not meant to lead to enforcement of legislation as such. Reporting systems were to be mapped out and capacity for enforcement was to be built to allow effective reporting on incidences of child labour. The Project identified at an early stage the institutions in the three districts that are mandated to enforce legislation, including labour inspection and law enforcement (police). Surveys, e.g. baseline surveys⁴², and studies were carried out and disseminated in each of the three districts as planned.
53. SNAP has assisted the build-up of a national database managed by the National Council for Children services (NCCS) to which many departments are expected to feed information, for instance the children’s, labour, immigration, civil registration and police and education

⁴¹ Source: Interview with Project management.

⁴² The Kenya Bureau of Statistics carried out the baseline surveys.

departments. The intention is that it will handle all information regarding children. A community based child labour monitoring system (CLMS) was developed and a comprehensive “direct beneficiary monitoring and reporting” (DBMR) training was carried out for project staff and all implementing agencies was organised in 2011. Regarding the possibility of sustainability of these tools, capacity has been developed and the system could theoretically be used by the government and/or civil society organisations - but as they make great demands on resources to be operated it appears not likely that they will be sustained used in a near future⁴³.

54. The evaluation found that the Ministry of Gender, Children and Social Development (MGCSO) – now merged with the Ministry of Labour - is responsible for enforcing laws in cooperation with the Kenyan Police, related to the worst forms of child labour under the Penal Code, Anti-Trafficking Act, and the Children Act - but adequate resources are lacking to enforce laws and regulations. The MOL’s system of labour inspection is weak also due to insufficient resources including mechanisms for filing complaints. Those who exploit children are seldom prosecuted.

5.3 Advocacy and communication strategy designed & implemented (output 1.3)

55. The Project developed an advocacy and communication strategy to be able to identify the most important stakeholders from government, civil society and the private sector. Their respective roles vis-à-vis the issue of child labour were defined. Persons who would act as “champions” were nominated to influence policy and enable more resource to be allocated for child labour issues. Staff and stakeholders were trained and an action plan was developed and implemented, which included sensitization on children’s rights at communities and in schools. Information was shared both at local levels and upwards to the national level. The strategy tied the various partners together, including community, civil society, parents, teachers and children themselves. Reports of the Project studies and research were disseminated and used to influence decision-makers.
56. Messages were brought to the public via media, mainly radio FM and the Project also trained local journalists on child labour issues, which yielded some results although media was not as useful as radio. The World Child Labour Day created visibility and engaged many organisations and individuals. The evaluation team found that the Project’s advocacy and communication strategy has worked through well-planned series of actions to influence policies and change. The factors identified that make it relevant to replicate it in other areas are first and foremost the placing of the spotlight on the WFCL, creating a space for stakeholders to voice the need for action to eradicate the WFCL and communicating information and knowledge widely at both at district and national level.

5.4 Partnerships and networks on child labour (output 1.4)

5.4.1 Partnerships

57. Some partnerships had already been established with the ILO during its earlier interventions when the SNAP Project was launched while others were new. CESVI, an Italian-funded international NGO working in Kenya since 2004, is one of the partners in the Network coordinated by MOL that has worked closely with ILO. CESVI has initiated company product certification for their products, certifying that they were produced “free from child labour”. ILO-IPEC provided technical support to this partner⁴⁴

⁴³ The actual data collected by the evaluated project should not be kept after its completion as it is confidential (source: ILO-IPEC staff in an interview, ILO Headquarters).

⁴⁴ See TPR 2013 April in relation to the Project’s response to the MTR report.

58. The partnership with the MOA picked up after the MTR remarked that agriculture should be a sector more prominently targeted. The Project trained ministry officials, who in turn sensitized senior management staff on the situation of child labour in agriculture. The Project partnered with the Agricultural Training Centre (ATC), in enrolling beneficiaries in short vocational courses⁴⁵ and provided training of its field extension officers on how to detect child labour in the sector. This was geared toward raising awareness on child labour in agriculture and promoting safe work - especially for young workers. The partnership with MOA also involved training of patrons of 4-K clubs, and a manual on youth in agriculture was drafted, intended to serve as a reference document and to guide extension staff on how to conduct trainings to enable the youth to realize enhanced agricultural productivity, income generation and employment creation – with some sections that were related to elimination of child labour in agriculture. However, the agricultural extension system in Kenya whereby extension officers give technical advice to farmers is dwindling and child labour in agriculture is not currently high on the priority list of the Ministry. It is therefore not realistic to anticipate that MOA will play any significant role vis-à-vis eliminating child labour in agriculture.
59. The implementing partners contributed to the project events in kind and provided some financial support to the World Day against Child Labour (WDACL). Another example is the efforts of SOLWODI⁴⁶ that was working with commercial sexual exploitation of children (CSEC) bringing on board many of its private partners to support the Project's goals. An interesting partnership was created with Farm Concern International (FCI). The organisation promotes the concept of “commercial villages” involving groups of farmers from a group of small-scale farms focusing on value chains and new technologies. Through an action programme which took off only in the first quarter of 2013, the FCI has been able to advocate for measures to prevent child labour within the farming communities combined with imparting new income-generating skills to farmers through mobilising 110 producer groups in 12 commercial villages⁴⁷.
60. It is concluded that partnering with others has been quite significant and has generated additional resources to run the Project. The cooperation with the FCI has brought to light a model of keeping children off child labour through advocacy and assisting small-scale farmers (men and women) to become “commercial” - a model that could well be replicated in other areas in Kenya.

5.4.2 Networks

61. One of the strategies of the project was to get away from the notion that child labour was a concern only for ILO-IPEC, or something that was associated only with IPEC. The NSC did not function in the way it was intended, i.e. in its role to provide guidance to the Project and only two meetings had been held. The Project management proposed that MOL should set up a Network in which the Project could discuss with representatives of the government, civil society and international partners – and such a network was set up in 2010 bringing together all relevant stakeholders, including representatives of international organisations and child labour focal points from government ministries and departments. The MOL officials coordinate the network and meetings have been held on a monthly basis. Issues discussed are e.g. the child labour related policies; the list of hazardous work for children; development of data collection and mapping tools; and the WDACL - which was organised in Naivasha in 2013. The Network has been vibrant and is one of the avenues for

⁴⁵ Some examples of subjects among many are: Green jobs/agricultural skills in partnership with MOA in Busia, Kilifi and Kitui Districts, such as multi-storey gardening, vegetables preservation, making of energy saving cookers such as the solar *jiko*, *mandeleo jiko*, the fireless cooker and making of charcoal briquettes. Other courses offered were kitchen gardens, fish ponds, bee keeping, solar drying machines, green houses, raised garden beds (TPR April 2013).

⁴⁶ This NGO was also a partner to the IPEC Time Bound Programme.

⁴⁷ The farmers were encouraged in adding value to cassava, traditional vegetables and cereals among others, and were introduced to technologies such as water harvesting/water pans, solar drying use of cassava chippers and maize shellers etc and assisted in market linkages.

sustaining outcomes of SNAP beyond the project period at national level. As no sitting allowances have to be paid to the attendants (monthly meetings) it should have a fair chance to function also after the Project ends.

6. Capacity to implement the National Action Plan

62. Another key objective was the Project's contributions to enhanced capacity of national and local authorities and social partners to support the effective implementation of the NAP (immediate objective 2). Below are the findings on some of the most important achievements related to each of the two outputs that are intended to lead to this objective as outlined in the Logframe Matrix.

6.1 Capacity of relevant institutions & partners to act (output 2.1)

63. The Project has not systematically differentiated between awareness-raising and capacity development for the reason that the two are closely interlinked. For the purpose of this evaluation, however, this evaluation report attempts to make a distinction:

6.1.1 *Raising awareness about child labour at all levels*

64. Specific actions to raise awareness have been taken at national level and at district levels, in schools/educational institutions. In the districts, it has involved government officers from the Ministries of Labour, Children Welfare, Gender, Agriculture, Internal Security (police) and Health. In schools, children in Child Right Clubs⁴⁸ have been able to enjoy the ILO materials on Supporting Children's Rights through Education, Arts and the Media (SCREAM) introduced by ILO-IPEC in many countries. Media persons have been sensitized and many organisations and individuals were involved in the World Day Against Child Labour and World Day of the African child with the very purpose to raise awareness of the public and spread bring messages across, attracting media, high level government officials and local opinion-makers. At community level farmers, health workers, paralegals, LCLC members and chiefs (using the Chief *barazas* as platforms) have been involved to get messages across to the public and families/households. Good examples of spreading awareness are also the campaigns by the long distance drivers Trade Union's against trafficking and child labour in relation to cross border trade along the transport corridor between Kenya and Uganda - and the sugar union's activities.
65. The evaluation team found that this has been a strong and effective element throughout the Project duration and that it contributed well to more awareness among officials and the public about child labour issues including the worst forms.

6.1.2 *Capacity building*

66. The evaluation team found that capacity building has been a solid element of the Project as much effort and numerous training workshops and seminars at national and district levels have been held for all categories of partners and beneficiaries. When attempting to assess the depth of capacity developed this is not easy partly because there is no assessment available of the pre-existing capacities of the various stakeholders prior to training and educational events; and partly because of the staff turnover which was rather high within the government after the reorganization of the Government following the general election. The Project reported that also among the implementing agencies (administrative staff mainly) there were staff changes during the action programme implementation. Therefore the Project saw the need to continue to train on child labour related subjects throughout the duration at national, state, district and local levels involving public officials, employers, unions, private sector actors, NGOs, children and youth. Examples are training carried

⁴⁸ Also under the name of ROCK Clubs, or SMART Clubs.

out on how to integrate child labour concerns into local development strategies/programmes on education, training, employment, social welfare, protection of children and youth.

67. NGOs were trained on the IABA and community based child labour monitoring and financial reporting/accounting. Reported staff changes in the area of administration and finance among NGOs reportedly posed a problem for SNAP, as this required continued mentoring⁴⁹. Other *examples* of the capacity development activities are:
- Strategic Planning (e.g. SPIF), ILO-ITC child labour courses, and training for FKE and COTU before they started working on their Action Programmes;
 - Training of DCLCs, and additional training of DCLC members in Kitui and Kilifi (September 2010 - March 2011) as the Project had realised these committees were “a bit weak”; and
 - Training of trainers on Start and Improve Your Business (SIYB) for staff and partners, with training cascading to beneficiaries in the districts (2013).
68. Part of the capacity development to lead to output 2.1 was to train the local authorities on child labour and how to integrate it into its wider development plans build the capacity of the local authorities to mobilize resources from multiple sources, to develop effective strategies for preventing child labour as part of the work. A resource mobilisation strategy was developed which identified that the Project needed to a) Address capacity development both within the public and private sector to build capacity of human resources; b) Work on resource mobilization among the implementing agencies; c) Strengthen existing partnerships and build new; and d) continue policy work with Ministry of Labour ensuring operationalization of the National Action Plan on child labour⁵⁰.

6.2 Capacity of partners to collect and analyse information (output 2.2)

69. The evaluation team assessed that the partners had increased their capacity in both collecting and analysing information. SNAP has trained staff of the implementing partners to set up the CLMS and DBMR systems in each of the three districts. All beneficiaries were allocated unique identification numbers to ensure no double counting would be done. Beneficiaries were provided with multiple services based on the needs they expressed. Baseline information from the field was collected to enable monitoring of beneficiaries’ work status, as monitoring tools to ensure that children do not re-enter hazardous labour once they were withdrawn, or do not enter into harmful labour in the first place. The KNBS and MOL were involved in this process to make sure the data collected were relevant. The implementing agencies passed the data to the project coordinators in the districts who, in turn, entered them into the ILO database.
70. The Labour Commissioner has reported that the Ministry plans to create a unit that would be dedicated to the handling of data. He stated that at the County level, efforts were being directed towards building internal directories that would capture the details of all the actors operating in the districts⁵¹. Statistical Information and Monitoring Programme on Child Labour (SIMPOC) at ILO headquarters has support the build-up of capacity of data collection and analysis of child labour data.

⁴⁹ Source: Interview with Project staff. It has been reported (in a TPR) that some of the IAs have adopted ILO/SNAP reporting system especially the financial systems and the use of DBMR (TPR).

⁵⁰ Sustainability and Resource Mobilization Strategy report, SNAP.

⁵¹ Source: SNAP self-evaluation report.

71. The evaluation team noted that several persons interviewed suggested that rather than focusing on reaching quantitative targets, more emphasis should be placed on building long lasting and sustainable systems to reduce child labour. The Project's NPC, as well as some staff managers/members from implementing agencies asserted that similar results (as those achieved by SNAP) probably could have been achieved without the whole apparatus of the CLMS and the DBMR.
72. The Project planned to carry out a cost estimates study regarding the elimination of the WFCL by 2015 within the three districts. This was seen as an important achievement of the NAP goal of eliminating WFCL by 2015. The activity was postponed a few times and eventually did not take place because MOL officials held the view that a costing study should deal with the implementation of the NAP once the Child Labour Policy is adopted. As this did not happen the study was not undertaken⁵².

⁵² Source: Interview with the Project NPC.

7. Local models in Busia, Kitui and Kilifi districts

73. The third important objective was that local models would be created and its process documented so as to create child labour-free areas. Below are the findings on some important achievements as well as challenges related to each of the four outputs intended to create the models as defined in the this objective.

7.1 Models for effective local structures in child labour-free areas (output 3.1)

74. The Project was set to create an enabling environment to establish models for effective local structures in selected child labour-free areas. These zones would be well-defined geographical or administrative areas where other development actors were already active. Children were to be prevented from going to work, or they would be withdrawn from child labour and re-integrated into schools and other educational institutions. The approach required that contacts be maintained/sustained with the communities⁵³ in order for all children to be in school (formal education) and none in child labour.
75. The evaluation team found that very good efforts have been made that yielded some good results – in creating a kind of foundation for future child labour free areas. The Project has managed to support all three districts in establishing models and considerably increased the visibility and dissemination of messages. It has actually contributed to the reduction of incidences of child labour and ensured that more children are in school – while others have gained various job related skills and self-employment.
76. It is not yet clear how the new county governments will function and whether they will embrace and sustain the initiatives made towards materialising child labour-free zones. However, it was noted that LPCs and stakeholders have sensitized the county officials and informed them about the Project and results, anticipating child labour issues will mainstreamed and budgeted for in the up-coming county development plans. Below are the cornerstones of the Project models:

7.1.1 Integrated Area-based Approach

77. The Project Document stated that a total of 8,155 children in three districts were to be targeted for withdrawal from child labour. This figure included the children and youth who were to be part of the **protection** strategy in work places and undertakings, and the prevention from child labour through the provision of educational and non-educational services. Of these, 3,700 would be **removed** from work; 300 **protected** in work places; and 4,155 **prevented** from being engaged in child labour. The NAP⁵⁴ indicates what types of interventions should be used:
- Ensuring that those children who are above the minimum age for entry into employment can carry out their activities in safe environments and are **protected** from hazardous work and exploitation.
 - Removing/**withdrawing** children from labour (and rehabilitating and integrating them), applying to children working in worst forms, or those below the age of 13 and in accordance with the Employment Act 2007.
 - Ensuring that children do not become involved in child labour (are **prevented**), and that those who have been removed do not return to it.

⁵³ Resource Mobilisation Strategy report, SNAP.

⁵⁴ These are also in line with ILO Conventions No. 138 & 182 to eliminate and prevent child labour.

78. During preliminary consultations with the MOL, three districts were chosen as Project districts so as not to spread out thinly, and to ensure that the models could be replicated. It was agreed that Busia (Western Province), Kitui (Eastern Province) and Kilifi (Coast Province) would be included in the project⁵⁵.
79. Three DCLS, one in each district, were formed. These are sub-committees of the Area Advisory Council (AAC). The DCLC in Busia was revitalised as it been dormant after an earlier project had ended. Implementing agencies prepared proposals vetted by the Project, and if approved formal agreements were made, named Action Programmes. Once the NGOs/CBOs were on board, the Project trained their staff.
80. The NGOs, in turn, mobilised and sensitized community leaders (sub-county chiefs and traditional leaders), schoolteachers, children and families, among others. At community level, LCDC were formed and members sensitized, which continued throughout the duration of the Project. The committees were tasked with monitoring and coordinating community activities, as well as children school attendance among other tasks. The Project applied IABA as the main delivery mechanism for the Project as part of its overall strategy, and used primary and secondary schools as entry points to the local communities. IABA - which has been implemented by IPEC also in other countries - is meant to address the root causes of child labour. Participation of all stakeholders is key whereby government, employers, health workers/volunteers, workers associations/unions, civil society organisations, private sector, local leaders (sub-county chiefs and traditional leaders) and schoolteachers are involved.
81. In all the three districts, awareness on child labour was done through FM radio stations and print media, chief's *barazas*, as well as placing IEC materials in schools and communities. The implementing agencies encouraged schools to support Child Right Clubs and their patrons and the teachers were trained. Children were removed from child labour through "counselling" and referrals. The Project organised training of young people on development skills, green jobs and agricultural skills. Parents and older citizens assumed various roles as volunteers, monitors and child labour ambassadors. The IABA involved getting messages across and developing knowledge about existing policies to enable people to appreciate the subtle difference between the worst forms of child labour, child labour and light work for children.
82. Regular monitoring by the LPCs and ILO were carried out in which DCLC members and implementing partners participated. The NPC undertook monitoring visits in the three districts and a joint monitoring mission with MOL, COTU and FKE to Kilifi. With the involvement of consultants, sustainability strategies and resource mobilization plans were developed, and the Project was able to encourage other organisations to mobilise some resources for the cause, and generate interests among stakeholders. Studies and surveys (baseline and marketing surveys in the three districts) were conducted and reports disseminated, which helped the Project to understand some specific issues related to how children were affected. The information generated had implications for children's welfare, such as the cross-border trading with Uganda in Busia; food insecurity and people living with disability in Kitui; and sexual exploitation of children⁵⁶ in Kilifi.

⁵⁵ Initially, nine districts from the existing provinces were identified as well as the types of worst forms of child labour that were prevalent in those areas, namely Busia (Western Province), Suba (Nyanza Province), Uasin Gishu or Eldoret and Samburu (Rift Valley Province), Managua (Central Province), Kitui (Eastern Province), Kilifi and Mombasa Town (Coast Province), and Nairobi. The criteria used for selection of areas included areas where disadvantaged/vulnerable children and families reside – and in most need of services. Other criteria mentioned: areas where IPEC has worked earlier; where District Child Labour Committees (DCLC) existed as well as availability of infrastructure such as schools, polytechnics, employers' organisations, trade union branches and local NGOs.

⁵⁶ The term Commercial Sex Exploitation of Children (CSEC) is frequently used.

The marketing surveys were intended to guide the services for skills training for the children/youth who took part in the Project.

83. The evaluation team's findings are that SNAP has created an environment for the models, and piloted activities that contributed to the reduction of child labour in three districts. The Project staff played an instrumental role in implementing the IABA in a systematic way and getting organisations and people on board to support the aims of the Project. One weakness observed in the chain of the community level monitoring system (CLMS) was that the linkages between the Local Child Labour Committees (LCLC) and DCLC are weak. LCDCs members demanded to be remunerated in their roles (mobilising and monitoring) and for their efforts, which the Project rightly would not agree to. In Kilifi it was found that some LCLCs had stopped functioning and when enquired about the reason the evaluation team was informed by members that their role had been mobilisation and they perceived their tasks as being accomplished.

7.2 Access and availability of relevant education and skills training (output 3.2)

84. The activities that were intended to lead to this output were to be carried out with the United Nations Children Fund (UNICEF) and Ministry of Education (MoE). Apart from strengthening the teacher training programmes, the capacity of stakeholders to integrate a child-friendly education environment in working with children at risk was to be enhanced. The training of stakeholders who were to act as monitors was undertaken by the TACKLE project⁵⁷ so as not to duplicate efforts in the contacts and cooperation with the Ministry of Education.
85. The Project organised labour market surveys in all the three districts. At the same time, agricultural skills training curricula were reviewed with the view to identify where and how child labour, OSH and workers' rights needed to be integrated. It has worked with formal primary and secondary schools. Training on SCREAM for teachers has been carried out as part of this work, thus contributing to awareness of child labour issues among Child Rights Club members in schools. The Kenya Institute of Curriculum Development (KICD) became involved through an Action Programme that was related to occupational safety and health (OSH) issues and workers' rights in Technical and Vocational Education and Training (TVET)⁵⁸ institutions. Line ministries were brought together, as well as COTU and FKE. KICD carried out needs assessments and curricula developers were trained on how to mainstream OSH.
86. Teachers specialised in technical and vocations skills in Youth Polytechnics were trained. They conducted risk assessment at the training institutions, including potential risks for the youth in kitchens and sleeping areas within boarding houses of the institutions. It was found that the three District Youth Polytechnics involved with the Project were requested to adjust their skills training courses to be for six months duration instead of one year, apparently in order to fit in with the timing of the overall field implementation. It was intended that the skills training courses would be carried out in a child friendly educational environment⁵⁹. It was clear through information received from former and current trainees, and NGOs that there were problems regarding the environment and quality of training in these schools. For instance, it was found that in Kilifi, the young girls who attended were deeply unhappy with their experience from staying at the boarding house of a school, stating that they had not had any "beddings" and they had slept on the floor. There were also issues with not having money to buy food and for transport. Parents were supposed to pay for transport and beddings, but could/would not.

⁵⁷ Para 2.5. in Logical Framework, SNAP Project Document.

⁵⁸ See TVET Act of 2012 - part of the education reforms.

⁵⁹ Project Document, p. 12.

87. Some of the young girls were mothers, and had to leave their children in the care of their relatives. It was also found that the institutions were poorly equipped and trainers not adequately qualified or committed. There was a high risk therefore that the graduates were not trained or prepared for the local labour market after undergone training. The matter was brought to the attention of the responsible NGO where the concerned staff member was aware of the problem and claimed they had helped individual students when parents/caretakers could/would not. The Project management had not been aware of the specific case in Kilifi but stated that the situation would be looked into.
88. FKE implemented its Action Programme on safe work for youth and developed a Training of Trainers OSH manual⁶⁰ for Instructors. It carried out training on this theme in all three districts in August 2013. The Project has offered apprenticeships to 15-17 year olds, in training workshops for skills development on welding, motorcycle repair and other. Considering that conventional cultivation of (cash) crops such as maize, coffee and tea normally is unattractive to young people, it was important to gear the training toward innovative methods and skills to encourage commercial agricultural ventures such as horticulture, chicken farming, rabbit keeping and fish farming.
89. As follow-up of the recommendation of the MTR, the Project increased its efforts to explore opportunities for deepening services to the older children/young (aged 16-17). For this age group skills training was organised and those who had completed the courses were enrolled in training to start up enterprises/small businesses. The ILO SIYB training kit was modified to suit this category of beneficiaries. It was noted some beneficiaries would receive training only in October 2013, shortly before the closing of Project, which would leave very little chance of monitoring how they would use their new skills or support them further in their income-generating efforts.

7.3 Scalable models of intervention (output 3.3)

90. The full name of this output is “Scalable models of intervention are implemented, documented and disseminated”. At the time of the evaluation the models that have been worked were established, although some activities still remained to undertaken e.g. training of SIYB for those who were engaged in self-help groups and small business activities.
91. The Project has also made good efforts to “sell” the models and structures set up against child labour to the new county governments and in some cases have been able to make inroads to the county government. As the county development plans (and budgets) have not yet been made it is not clear if the DCLC will continue to be a sub-committee to ACC, and indeed if the ACC will exist with the same role as it has had. What is perhaps more important is how well it has been able to sell the child labour agenda to the new governments and how they will go about addressing child labour when in full force. This is still not made public.
92. The IABA and Good Practices were documented and the Project should ensure that these reports are disseminated. The Project planned to organise completion workshops at the end of the Project period - one at national and one in each of the three districts. It was expected that the respective county government representatives among others, would attend and that lessons from IABA, the child labour monitoring system, good practices and various models to combat child labour would be shared with these officials. These are some questions that could be posed and discussed:
 - What can realistically be expected in terms of sustaining achievements of the Project in the three districts?
 - Who will take the lead to follow up on the child labour policy?

⁶⁰ This is a simplified version of the generic ILO Safe Work Manual.

- Does the MOL/CLD have a strategy and a channel to utilise the findings of the SNAP Project to ensure that the child labour policy is enacted?
- Who will take the lead to follow up on the child labour policy? Will the CLD actively utilise the available channel of the ministry to “push” for its adoption? The Labour Commissioners - Acting and Senior Labour Commissioners -, whom the evaluation team discussed with, as well as the NPC, suggested that the Cabinet Secretary should be the right channel.
- The NSC, being a policy-making forum against child labour should determine priority areas and review policies. It was expected to take the lead in mobilisation of resources. Will the committee solicit for continued technical and financial support for future “scale up” or replication of the models to other parts of Kenya?

7.4 Socio-economic capacity of families to support their children (output 3.4)

93. The rationale behind providing assistance to parents or other caretakers of children; who were vulnerable, stems from the realisation that poverty is one of the key driving factors behind child labour. It was learnt that children from households living in poverty in the project districts often are sent to work to earn money to buy food to be able to eat that same day, or to supplement household income or food intake for the day. For instance in Kilifi, 65.35 per cent of the population have little food while 43.02 per cent cannot meet the minimum food requirement even after spending all their income on food alone⁶¹ - and even though primary education in Kenya is officially free, there are quite some other indirect costs (such as books, pens, uniforms and levies) involved which are not covered by government grants for the Free Primary Education programme.
94. The implementing agencies selected pupils from the poorest families who were most vulnerable, by reimbursing/paying costs for education inputs such as uniforms, books, pens and levies (for one or two years) for selected primary schools involved in the project. It was found that children who did not pay levies were often sent home to collect money⁶². The schools that took part in the Project used the levies to pay teacher salaries, purchasing school exam papers and other costs⁶³. The strategy involved convincing parents, siblings, and community members to send children to school, and head teachers and patrons of Child Rights Clubs encouraged children to remain in school. The evaluation team has come to know that the convincing part was not always easy or successful for a number of reasons, one being that parents claimed they needed the income brought in by children, another was related to the difficulties for some children to adapt to the school environment.
95. The Project strategy also entailed assisting families of child labourers through a social safety net by providing opportunities for income generation through the start-up of various productive schemes through self-help groups. This also involved, among others, skills development, assistance for planting bananas geared towards introducing new technologies⁶⁴, crops and animal breeds; introduction to table banking (for the purpose of saving money) and merry go rounds; and assisting groups to link up with micro-finance institutions. It also entailed assistance to add value to regular cash crops and commercialisation (cassava, traditional vegetables, cereals etc.) such as in the example of FCI’s commercial villages. The target was to assist 1,000 families and it is reported that

⁶¹ Kilifi district Strategic Plan 2005-2010.

⁶² Despite the introduction of the Free Primary Education (FPE) programme seven years ago, most children especially those from poor backgrounds within Busia municipality and its environs have opted out of school due to the extra tuition levied by school managers (survey by the Busia based Institute of Human Rights and Civic Values (IHR/CV)) established that more girls than boys have registered a high incidence of dropout rates.

⁶³ Source: Interviews with a number of Head Teachers in primary and secondary schools in the three districts.

⁶⁴ Banana plants were given to groups in 2011 and 2012. Support to women groups to make simple bead necklaces and to make handbags of recycled plastic (crochet) strips were provided in 2012-2013.

1,444⁶⁵ families had been reached with sustainable socio-economic interventions at the group levels” (the latest figures are from June 2013).

96. The evaluation team acknowledges the efforts from many actors and the simple rationale behind this strategy. From observations made by the evaluation team and information received during discussions with the beneficiaries in the project districts, it appears that the assistance meant to boost or supplement families’ incomes may not be sustainable for all in the long term. At the time of the evaluation visits, some who had been trained on various skills were still waiting for start-up kits for their small income-generating enterprises. The Project staff explained that the first priority had been to identify the children and support them as a priority - before support was given to their families.

⁶⁵ Kilifi 274, Busia 445, and Kitui 725 (TPR April 2013).

8. Summary assessment of achievement

8.1 Responding to needs and consistence with the NAP

97. **The evaluation team found that the SNAP has been relevant** in terms of responding to the real needs of the beneficiaries and stakeholders and being consistent with the NAP, national education and anti-poverty efforts in Kenya. At the operational level, in all three districts, the activities were well in line with the existing national and local policies and the action programmes certainly addressed crucial concerns among families and communities. It followed the guideline laid out in the NAP and attempted to meet the need for education of deprived children (and vulnerable young people) in line with the Millennium Development Goal 2: Achieve Universal Primary Education and the National Free Education Policy. All involved stakeholders acknowledged the relevance and need for action to eliminate child labour, in particular in its worst forms. This is partly due to IPEC's long presence in Kenya.
98. Overall, the Project has achieved well in reaching the quantitative targets and even surpassed them within three out of the four types of interventions i.e. for the beneficiaries targeted for removal from child labour, for prevention and for strengthening the socio-economic conditions of families to enable them to send and maintain children in school. As seen in Table 1 regarding the support to families the Project reached more than 50 % over what was planned. As regards children and young persons targeted for protection, less than half of the original target was reached. The explanation given was that this target was reportedly difficult to meet because children/youth did not show much interest to remain in work places where the Project would introduce protective/safety measures. Instead many choose to participate in education and skills training courses/apprenticeship⁶⁶.

Table 1: Project results of interventions/activities for beneficiaries (children and families. figures as of July 2013)⁶⁷

Intervention	Target	Actual reach	Remarks
Protection	300	147	Less than half reached of original target met but target reduced from 300 to 100 as difficult to reach.
Removal	3,700	3,857	Surpassed target
Prevention	4,155	4,409	Surpassed target
Families	1,000	1,557	Surpassed target
TOTAL	8,155	8,388	Surpassed total target

NB: The figures for removal include withdrawal of girls and boys in the category "commercial sex exploitation of children" (CSEC). The target was 200, and the reported number reached is 267.

8.2 District and national levels

99. This evaluation has assessed that the Project overall, has achieved effectively particularly in implementation of IABA including advocating for the need for action (effectiveness is here understood as a measure of the extent to which the activities have attained the three immediate objectives⁶⁸). At national policy level, it is clear that the Project has worked on the integration of child issues in various policies and programmes, with other IPEC staff, but has unfortunately not been able to see the actual adoption of the CLP during its lifetime, the official acknowledgement of the NAP or the hazardous child labour list (as part of the Employment Act).

⁶⁶ Source: Interview with the NPC.

⁶⁷ See Annex VIII for disaggregated figures on age and gender.

⁶⁸ OECD/DAC evaluation criteria.

8.3 Using inputs to achieve the results

100. **The Project is assessed as having been efficient** in the sense that it has utilised many cost-sharing opportunities whenever these were presented in order reach further in obtaining results than the budget allocations would otherwise permit (efficiency is here understood as SNAP's use of inputs to yield results). Some examples out of many are the cost sharing of curriculum development, as well as government offices and vehicles being used by the Project, as well as vehicles of other agencies. The close cooperation with the ILO TACKLE and YEF projects is widely recognised and is here considered a strong point of the Project. The delivery rate of the total SNAP budget was not known at the time of the evaluation but the NPC stated that on the basis of the financial commitments made (remaining activities) it was highly likely that it would be high at the closing of the Project, i.e. the funds will be spent.

8.4 How was gender concerns addressed?

101. The evaluation team found that extraordinary many girls become pregnant at a young age (15 years or less) and child marriages are common in the project districts, in particular in Kilifi.

A newly published United Nations report states that there are high rates of teenage pregnancies in developing countries – 7.3 million every year⁶⁹. Out of these, 2 million are to girls who are 14 or younger and many suffer long-term health and social consequences from pregnancy⁷⁰. Early pregnancy affects girl's health, education and rights and the economy is affected as young girl-mothers are prevented from getting jobs⁷¹.

102. The evaluation team assessed that gender disparities/inequality was acknowledged in the Project's steering and planning documents and also taken into account in the implementation of IABA to combat child labour in the selected district levels. The Project has also been gender-responsive in terms of disaggregating the data gathered on its activities involving girls and boys respectively through its monitoring system - which is commended.
103. In one area it has not been able to challenge existing gender and socio-cultural norms, for instance in encouraging girls to pursue non-traditional skills training or apprenticeships that may lead to "male dominated" types of jobs as foreseen⁷². Thus, girls choose to join training in typical areas for girls/women such as tailoring or hairdressing - while boys attended training on typical areas for boys/men such as welding or repairing *boda-bodas* (light motorbikes). The persons, with whom the evaluation team discussed, including some of the NGO and project staff, opined that there was little point to try to convince trainees to choose job/skills training areas that are perceived not to be suitable for their gender. As one NGO staff member said: "Girls would not like to be an apprentice in a MC repair workshop as they would become dirty or wear jeans which would not be acceptable".
104. ILO including IPEC projects, addressing children and young people should make much more efforts to identify innovative ways with its partners, to confront prevailing gender norms and support initiatives that widen girls' opportunities on the job market – however socio-cultural inopportune this may be. If ILO, a promoter of youth employment, jobs and skills development for young people is not willing to go that extra mile – who will? One of the action programmes implemented in Kilifi engaged girls in non-traditional *social activities*, such as in Kilifi, a district with high levels of

⁶⁹ Motherhood in childhood: facing the challenge of adolescent pregnancy, UN released on 30 October 2013. <http://www.un.org/apps/news/story.asp?NewsID=46373&Cr=girls&Cr1=#.UnFG4CSP2ZA>.

⁷⁰ The State of World Population 2013, UN Population Fund (UNFPA).

⁷¹ This report indicates that if in Kenya more than 200,000 teenage mothers had been employed instead of becoming pregnant, \$3.4 billion could have been added to the economy.

⁷² Project Document, p. 83.

poverty and school drop-out rates, especially in grades 7 and 8⁷³. Here the implementing agency brought teenage girls (Project participants) into its football training and competition activities in order to engage them in something different and to break the cycle. Not only was this a great challenge in terms of encouraging the girls to go against the prevailing gender norms - it was also a challenge to make them feel comfortable and socialise with other girls from families who did not live in extreme poverty⁷⁴.

105. Concerning withdrawing young girls and boys in Kilifi who engage in commercial sex and exploitation in relation to the tourism there – one of the implementing agencies that had taken on this task in its Action Programme with the SNAP eventually found that it was not able to tackle this effectively. The reason given to the evaluation team was that the young people concerned would not come forward to participate in the Project. It was also found that parents and/or caretakers of children/youth who are engaged in commercial sex opined that they depend on the income brought to the households and therefore do not encourage the girls to go back to school, or find other income opportunities.

8.5 Potential impact and likelihood of sustainability

106. The project implementation at district levels with project staff working from government offices has had **good impact and many advantages** such as good cooperation with, and active involvement by government staff, even in the Kilifi office where the labour officer was not regularly present – but where the LPC enjoyed good cooperation with the staff from particularly the children department. More in-depth knowledge of the local conditions could be developed as regards the complexities and driving forces behind child labour and the school dropout problems. National and local ownership has been planned for already at the stage of project formulation for which ILO-IPEC and the Project is commended. The Project has clearly generated an interest within many organisations, including the Child Labour Network partners, which also is good impact. The meetings have been held monthly since 2010 and are expected to continue even after the Project ends.
107. In attempting to gauge the **likelihood of sustaining benefits and systems** it is important to realise that the Project has supported a district structure in which the DCLCs have functioned as *sub-committees* among several other committees under the AAC. IABA has been a pilot, a model to demonstrate how local structures can work against child labour and advocating for children's access to education. It is unlikely that child labour will be dealt with in the same form as revealed through discussions with the NPC and with stakeholders in the three districts. It is useful to look at what Project inputs were required to bring out SNAP's achievements in the districts (and which are discontinued):
 - Local project coordinators supported by a Project team in Nairobi, which in turn was working with the Ministry.
 - Services and hand-outs to families by implementing organisations, with their activities mentored/monitored by the Project, both at local and national level;
 - Resources for recurrent capacity building and awareness-raising involving all categories of stakeholders;
 - Resources for EIS materials, extra resources for the WDACL was provided (but not all from the Project);

⁷³ School records shown to the evaluation team in primary schools in Kilifi.

⁷⁴ This was expressed in a Focus-Group Discussion with the NGO named Move The Goalpost (MTG), in Kilifi.

- Coaching/payment of the meeting costs of the DCLC were provided (some also from the Government); and
- Joint monitoring field visits were organised through the Project, motivating government staff and visits to *other* Project districts were also funded.

8.6 Lessons learned and good practices

108. These are some of the **lessons learned**:

- The Project has been important in that it has enabled children and young individuals to access secondary school education and increased their learning and self-confidence through e.g. the SCREAM methodology and involvement in child rights clubs
- The Project has also provided access to vocational training, apprenticeship placements and even jobs. As for vocational training the evaluation came across an area where there clearly had inadequate attention by the Project and NGO staff to the realities and conditions for young girls. In Kilifi it was found that young girls - who already were mothers – did not continue their vocational training 6-months course for reasons that appeared to be neglect by the Project as well as lack of support from parents. Regarding the conditions required for acceptable conditions in residential courses involving mothers as young as 15 years of age in polytechnic institutions – the success should not be dependent on their parents/guardians providing their food, beddings and transport. Through observations and discussions also in other districts it was evident to the evaluation team that in order to make a real difference in the lives of children and young people who grow up in poverty including child labourers, **more attention must be made to the qualitative aspects of education and vocational training**, in the development of skills, knowledge and competencies that are meant to enhance their ability to secure and retain a job. This includes skills related to teamwork, problem solving, information and communications technology (ICT), and language skills.
- Lessons expressed by some stakeholders was that the strategies and methods were not the most suitable or feasible, in particular that of withdrawing/removing children from child labour through the monitoring and counting of each individual child or young person who had been removed and placed in school. A number of staff of the implementing agencies, as well as some of the ILO staff, expressed that they are sceptical to this approach mainly because the strive to meet/chase project targets in a short time do not necessarily lay the foundation for long term sustainable results.

109. The Project identified **potential good practices** and documented these in a report provided to the evaluation team. The process of identifying these started at the time of the self-evaluation with active involvement of the LPCs:

1. The child labour Network at the national level;
2. Integrated Area Based Approach;
3. Formation of Local Child Labour Committees to champion child labour issues;
4. Beneficiary focused planning and monitoring through DBMR;
5. Use of child labour champions, ambassadors and community facilitators;
6. Strengthening the Child Labour Monitoring System through ‘*Nyumba Kumi*’;
7. Children and journalists encouraged/trained to write articles about child labour;

8. Supporting farmers and households in “commercial villages” to raise economic status;
 9. Mainstreaming child labour in training manuals on OSH and in CBAs; and
 10. Training on skilled parenting.
110. In the view of the evaluation team, the Network (No. 1 above) coordinated and hosted by MOL is a particularly good practice, in the absence of an active National Steering Committee but should/could not replace the role of the national committee. The child rights clubs supported by patrons and teachers appeared very popular in many schools and the support of these is also regarded as a good practice.

9. Conclusions and recommendations

111. The Project has clearly had impact and generated an interest within Kenya. It has evidently provided a source of inspiration and built capacity and contributed to understanding on the elimination of child labour within Kenyan government and civil society organisations, which is a significant achievement.
112. The SNAP team has followed most of the recommendations from the Mid Term Review undertaken in 2012, and has accounted for its follow-up actions in its progress reporting. It is noted that some recommendations were outside the control/reach of the Project team such as the official enactment of the Child Labour Policy and the National Action Plan on Child Labour.

9.1 Specific conclusions

113. Below are the key conclusions in this report, some which are followed by recommendations⁷⁵.
1. **Reaching the targets:** Overall, the Project has achieved effectively in its implementation of the IABA in the three operational districts of Busia, Kitui and Kilifi. Most quantitative targets have been surpassed; i.e. for removal 3,857 (target 3,700), prevention 4409 (target 4,155), and economic support to families of child labourers 1,557 (target 1,000). The exception is boys and girls targeted for “protection” (safety in work places). It appears this target was set unrealistically high, as only 147 children/youth were reached with safety measures in work places (target was originally 300, later reduced to 100)⁷⁶.
 2. **Child labour concerns integrated/harmonized with policies and programmes:** The Project staff, its stakeholders in the three districts and the CLD/MOL have performed well in terms of integrating and harmonizing child labour concerns in various policy discussions and has made inputs to policies and programmes in cooperation with MoL/Child Labour Division staff and other Nairobi-based ILO staff. At district and country level, SNAP has informed/advocated for child labour issues to be part of the local development plans for the new county governments. The fact that the Government still had not endorsed/adopted the CLP, the NAP or Hazardous List at the time of the evaluation should be a matter of concern for ILO, the constituents and the civil society organisations but are clearly beyond the control of the Project.
 3. **Advocacy and communication strategy:** The Project’s advocacy and communication strategy has worked through well-planned series of actions to influence policies and change. The factors identified that make it relevant to replicate it in other areas are first and foremost the placing of the spotlight on the worst forms of child labour, creating a space for stakeholders to voice the

⁷⁵ All conclusions do not warrant recommendations.

⁷⁶ See Annex VIII, final evaluation report (Part II) for an expanded chart of disaggregated values.

need for action to eradicate it and communicating information and knowledge widely at both at district and national level.

4. **Creating partnerships and networks:** **i)** The Project's partnering with others have been quite significant and have generated additional resources to run the Project and to achieve its goals – through national and district level partnerships. **ii)** The Network of government and non-government organisations initiated by the Project in 2010, now coordinated by the MoL (CLD) has been vibrant and is one of the more interesting developments at the national level.
5. **Capacity to implement the National Action Plan:** The evaluation team found that this has been a strong and effective element throughout the Project duration and that it contributed well to making officials and civil society actors more aware about child labour issues, its complexities and measures that need to be put in place.
6. **Local models created in Busia, Kitui and Kilifi districts:** The Project has managed to support all three districts in establishing models and considerably increased the visibility and dissemination of messages. It has actually contributed to the reduction of incidences of child labour and ensured that more children are in school – while others have gained various job related skills and self-employment. SNAP has created an environment for the models, and piloted activities that contributed to the reduction of child labour in three districts. The Project staff played an instrumental role in implementing the IABA in a systematic way and getting organisations and people on board to support the aims of the Project. One weakness observed in the chain of the community level monitoring system (CLMS) was that the linkages between the LCLC and DCLC are weak. LCDCs members demanded to be remunerated in their roles (mobilising and monitoring) and for their efforts, which the Project rightly would not agree to. In Kilifi it was found that some LCLCs had stopped functioning at the time of the evaluation visit and when enquired about the reason, the evaluation team was informed by members that their role had been to identify and mobilise children and families and at this stage they perceived their tasks as being fully accomplished.
7. **Project's involvement in the agricultural sector:** The Project intensified its efforts to involve 15-17 year olds from the agricultural sector after the MTR in 2012. The partnership with MOA resulted in short vocational courses; training of its field extension officers on how to detect child labour in the sector; raising awareness on safe work especially for young workers; training of 4K Club patrons; and producing a manual on youth in agriculture for extension officers. However, the extension system in Kenya has been dwindling for a long time and it appeared that "child labour in agriculture" is not high on the priority list of the MOA. Thus it was assessed as unrealistic that it will play any significant role vis-à-vis eliminating child labour in agriculture (unless resources from the GoK or through technical support for this purpose materialises). Although it took off late in the Project cycle, the cooperation with FCI on the other hand generated an interesting model that could be implemented in other areas, in advocating against child labour and simultaneously mobilise small-scale farmers to become more commercialised.
8. **Access and availability of relevant skills training:** It was found that the three District Youth Polytechnics involved with the Project were requested to adjust their skills training courses to be for six months duration instead of one year, apparently in order to fit in with the timing of the overall field implementation. It was intended that the training enrolling beneficiaries in these schools would be carried out in a friendly educational environment. It was however clear that there were problems regarding the environment and quality of training in these schools.
9. **Socio-economic capacity of families to support their children:** Families have been supported with various socio-economic interventions and hand-outs to help boost or supplement their incomes (1,444 families were assisted). The evaluation acknowledges the results and the simple

rationale behind the strategy to help improve families' incomes to enable them to send children to school and not to work. From the observations made by the evaluation team and the information received during discussions with the beneficiaries in the project districts, it appears however, that the assistance might not lead to long-term or sustainable improvements, simply because of the complex realities experienced by families living in poverty.

10. **Gender as a cross-cutting concern:** The evaluation team assessed that gender disparities/inequality was acknowledged in the Project's steering and planning documents and also taken into account in the implementation of IABA to combat child labour in the selected district levels. The Project has been gender-responsive in terms of disaggregating the data gathered on its activities involving girls and boys respectively through its monitoring system - which is commended. Among the weaknesses of the Project's approach noted was an inadequacy in making a difference regarding children/young people's engagement in commercial sex, with some exceptions. Further, the Project has not been able to challenge prevailing socio-cultural gender norms, for instance in terms of offering non-traditional skills training or opportunities to girls who would/could not stay in formal education - as was prescribed in the Project Document.
11. **Validity of the Project design:** i) The overall design, as shown in the Logical Framework Matrix is based on earlier IPEC experience and is well thought-through. The comprehensive work plans follow the logic of the design. Placing local external coordinators within government offices in selected districts has made sense in order to demonstrate what can be done locally to combat child labour through a pilot with external resources and with concerted efforts. The 6-monthly progress reports are rich in narrative and are important as "reality checks" – but not very reader-friendly as narratives are placed in tables. They bring information and data all the way from communities and districts. ii) The comprehensive work plans/progress reports largely follow the logic designed for the Project, as shown in the Logframe. These documents have a number of quantified targets but these are used interchangeably with indicators (which are not quantified). This does not make much sense as indicators are intended to help determine or measure to what extent the targets were met. This mix-up of indicators and targets has rendered the indicators of achievements unusable.

9.2 Recommendations

1. **For long-term sustainable results** ILO-IPEC should, in discussions with partners (globally), work out technical cooperation on child labour issues that are even more focused on policy-making and institution-building and less focused on striving to reach targets in terms of withdrawing children from work. This should be more geared to ensuring that the combat against child labour has institutional homes and are less project-driven as it were.
2. **Child labour concerns integrated/harmonized with policies and programmes (district level):** The Area Advisory Councils and the District Child Labour Committees should follow-up, and ensure that the new County governments allocates resources to meet the needs to eradicate child labour through education and skills training as a matter of priority in up-coming development plans.
3. **Child labour concerns integrated/harmonized with policies and programmes (national level):** i) the National Steering Committee should work with the government so that the child labour policy and the national action plan are finally endorsed/enacted; and the list of hazardous work is published (gazetted). ii) The members of the child labour Network coordinated by MoL, should build on the momentum created by ILO-IPEC and ensure that primarily government resources are allocated to support further efforts including the enforcement of policies.

4. **Advocacy and communication strategy:** The GOK should replicate elements of the strategies used by ILO-IPEC in other areas in Kenya, making use of the human resources and capacity built among many organisations and individuals including within ILO's constituents (MOL CLD, FKE, COTU and affiliates) as well as civil society organisations.
5. **Access and availability of relevant education and skills training:** ILO technical cooperation projects must ensure that when offering children or young people enrolment in training institutions with boarding arrangements, adequate standard must be ensured, as well as commitment from the part of the institutions - closely monitored by the implementing agencies and ILO project staff. If this cannot be ensured ILO's interventions may become part of the problem – not the solution.
6. **Socio-economic capacity of families to support their children:** The evaluation has acknowledged that the practice of giving hand-outs to families/households and school children has assisted many families but there should be more realism in the expectations this will lead to sustainable socio-economic wellbeing. The ILO-IPEC should place more efforts in learning and spreading knowledge about the FCI *Nyumba Kumi* model which appears to be effective in assisting small-scale farmers to become more commercial, and a good entry point to advocate for reduced levels of child labour. ILO and its partners should look into the possibilities of promoting the implementation of this model also in other areas and countries.
7. **Gender as a cross-cutting concern:** ILO and its constituents should identify new ideas to enable girls, especially, to venture into “male-dominated” skills training and job areas in order to increase their opportunities on the job market.

Annex I: Project implementation in Busia, Kitui and Kilifi

The sections below include details on the three Project districts Busia, Kitui and Kilifi – referring to the creation of models (Output 3.3).

Busia district in Western Province

Busia district is situated in the Western Province of Kenya, bordering Uganda and Busia town is a cross border town. Common economic activities are within agriculture (subsistence farming) including fishing and sugar cane cultivated as cash crops. The district is trading with Uganda and is also a commercial hub for goods transported to the Democratic Republic of the Congo (DRC) and Rwanda⁷⁷. ILO-IPEC has been active in Busia earlier, related to activities under the IPEC Time Bound Programme (TBP). The SNAP was implemented in Busia township in Mayenje, Agolot and Township sub-locations; Nambale and Nasewa in Nambale; and Khwirale and Musokoto, in Walatsi.

In Busia **district common forms of child labour** are found in agriculture, domestic work, sand harvesting, child trafficking and children working in the street in town. Busia is a supply district with children moving to other areas, including urban areas in Kisumu, Nairobi, Nakuru and Mombasa, where they can find work as domestic child labour, and even commercial sex.

The Project has formed and strengthened the structures that coordinate the child labour related activities such as the AAC, DCLC, LCLCs in these areas. The District Child Labour Committee (DCLC) became dormant after TBP ended but was revived when the SNAP project started. At the time of the project evaluation, it was strong and active, with the Labour Officer having a lead role⁷⁸.

Child labour concerns have been integrated into government department work plans, e.g. Ministry of Public Health in conjunction with Police department, Kenya Revenue Authority and Ministry of Immigration are now using their offices at the border to monitor children crossing from Kenya to Uganda, and Uganda to Kenya (source: TPR April 2013). At the district level forums on child labour and education were organised where findings on situational analysis for a “conducive learning environment” was shared. These forums brought together teacher unions, DCLC, government departments, teachers and pupils.

The networks and partnerships were also revived after TBP, with the government officers⁷⁹ and civil society organisations⁸⁰. All in all, SNAP has worked with six locally based implementing agencies⁸¹; three involved with “direct action”, two with awareness raising and one which assists farmers to establish commercial villages and advocate against child labour.

⁷⁷ Project Document, SNAP, p. 9.

⁷⁸ The Evaluation noted that one of the Governors in Busia, i.e. one of the political heads of the county, said in his inaugural speech that elimination of child labour is “a priority”.

⁷⁹ Including MOA, MOYAS, Devolution & Planning, Gender & Children, Police, Immigration, Public Health, MoH, Education, MoL, Registration of births and deaths, Provincial administration.

⁸⁰ Children Legal Awareness Network (CLAN), Regional Counselling and Psychosocial Organization (RESCOU), Digital Opportunity Trust (DOT), Appropriate Rural Development Agricultural Programme (ARDAP), APHIAPlus, AMPATH, AMREF, RED Cross and the selected implementing partners, see footnote 20.

⁸¹ These are the NGOs/CBOs: a) International Child Support (ICS) b) Rural Education and Economic enhancement Programme (REEP) c) Human Support Organization (HUSO), d) Kenya Union of Sugar Plantation Workers (KUSPW), e) Kenya Long Distance Truck Drivers Union (KLDTDU) f) Farm Concern International (FCI).

Other organisations⁸² have been involved (as Action Programmes) in holding workshops on media and journalists, raising awareness on Occupational Safety and Health (OSH) and training instructors at Polytechnic on OSH issues and integrating OSH in the curriculum. The Kenya Long Distance Truck Drivers Union (KLDTDU) and the Kenya Union of Sugar Plantations and Allied Workers (KUSPAW) have mobilised their members and leadership to support the cause of combating child labour. KUSPAW has for instance conducted campaigns in out grower farms in the sugar sector and along the border and integrated child labour clauses in collective bargaining agreements.

The project has worked with Police department to refurbish the Child Protection Unit to offer short-term shelter services for children found trafficked and abandoned at the border of those withdrawn from child labour in the streets before they are reintegrated back to society. It was inaugurated in September 2013 in the presence of the ILO Director, Tanzania, and is housed and managed by the police authority in Busia town (TPR).

Through one of its IAs, REEP, ILO is also supporting the creation of a community centre at Nambale Youth Polytechnic offering sports and recreational activities to children, youth and the community at large as well as providing information on topical issues such as child labour, HIV/AIDS and general knowledge to students at the polytechnic and the community. It has also supported the formation of the Child Care and Protection Team⁸³ (CCPT) that has met monthly chaired the Officer Commanding Police Station⁸⁴ (OCPD) and supported by Child Legal Awareness Network (CLAN). The CCPT has encouraged the local authorities to include street children in their plans.

Withdrawing children from street work and reintegrate them in families is reportedly part of this work⁸⁵ as well as repatriating children across the border to Uganda in cooperation with Ugandan authorities. The project has been in contact with the Ugandan authorities to share outcomes on the creation of child labour free area in Busia on the Kenya side and how Ugandan authorities can support maintain this as well as expand the child labour free area to Uganda side.

Through the work of the civil society organisations (the implementing agencies) Self-Help Group (SHGs) members have been trained, new groups have been formed and registered from households with children as beneficiaries and the project has supported 2,827 children and 390 families through 15 Self-Help Group. Most of the income-generating activities undertaken was groups, or as individuals, are related to agriculture. Demonstration plots have been created for groups and individuals who have received sweet potatoes, bananas, traditional vegetables, and assistance to rear poultry and pigs. Members are getting income from the produce, using it for food at household level and selling some to send their children to school which have helped many parents to pay school levies, buy uniforms and books for their children in order to send, their children in school. Vocational skills training has been provided to children (teenagers) in Polytechnic schools and artisans have taken on children/teenagers as apprentices for training. Some have received training on short vocational courses with the Ministry of Agriculture (Agricultural Training Center). Training on Start and Improve Your Business has also been organised⁸⁶.

⁸² These are Association of Media Women In Kenya (AMWIK), Kenya Federation of Employers (KFE) and Kenya Institute of Curriculum Development (KICD).

⁸³ CCPT enquired (quick survey) where the children come from, and assessed if they could be reintegrated into the community. The data collected regarding street children has been analysed and the CCPT would use its resources to withdraw 15 street children from the streets (TPR).

⁸⁴ There have been changes of staff at OCPD. The two new police commanders (check) stated in an interview that they not aware of issues of child trafficking existing in the country, or that children are vulnerable due to Busia being a cross border town with Uganda.

⁸⁵ According to the TPR, April 2013.

⁸⁶ SIYB training was done through ILO's project Youth Enterprise Facility (YEF).

Kitui District in Eastern Province

Kitui is situated on the in Eastern Province, in the arid and semi-arid (ASAL) part of the country is a relatively poor district with 60%-70% of its population living below the poverty line. Subsistence farming and livestock keeping are still the major economic activities in the area. Kitui town is the main commercial town⁸⁷. *Common forms of child labour* are found within agriculture and related to herding cattle (pastoralism). During times of drought children are drawn to the city to find work where domestic child labour and commercial sexual exploitation exists and children are found living in the streets. Child labours work with burning bricks in kilns (nightwork) and in sand harvesting, stone crushing, selling water and charcoal – the latter mostly by house girls/maids. It is a supply district for domestic labour with children being sent to other towns especially to Nairobi, Machakos Thika and Mombasa to work as domestic house helpers. Early marriages for girls are common. ILO-IPEC has been involved also in this district, through the Time Bound Programme with activities geared at empowering families and communities economically to eliminate child labour.

SNAP activities have concentrated in the townships and the surrounding areas. Capacity building of key stakeholders and implementers is reported to have been continuous. As for beneficiaries, the Project has supported 22 schools including support to rock clubs (child right clubs) and patrons, and training of teachers to use the SCREAM methodology. Through the IAs, students have gotten uniforms, levies paid, learning material, shoes, bags, and sanitation pads. Families have been supported through table banking and tree nurseries.

Older children (15-17 years old) who were withdrawn from child labour were offered skills training by small business entrepreneurs, and by mid-level colleges in metal work, motor vehicle mechanics, hair dressing, wood work, driving, tailoring and dress making. Through the Project skills training curricula of District Polytechnics was reviewed, the course programme was customised and shortened (e.g. welding courses) and the environment adjusted in order to offer more child friendly educational conditions for the beneficiaries. Agricultural and technical related courses, including green business, were offered as well as SIYB (Start and Improve Your Business) and GYBI (Generate Your Business Initiative) training in collaboration with the ILO project Youth Entrepreneurship Facility (YEF).

The Project contributed to the work of a consultative forum formed through the Area Advisory Council (AAC) to advocate for street children including raising awareness on issues of child abuse. This forum brought representatives together from the children office, Ministry of Education, department of police, district development office, provincial administration and the municipal council. It also focused on resource mobilization and coordinated the referral system for the children in need of special care.

Support was provided to children with disability through a mini Action Programme implemented through the Association of the Physically Handicapped in Kenya (APDK), in collaboration with Education Assessment and Resource centre of the MoE, the Teachers Unions and the communities. Through this initiative, more awareness was created on child labour in relation to disability.

Some issues/problems brought up during the evaluation team's field visit were lack of participation in the Project of the police, including attending meetings; the "dependency situation" brought up by the Child Department in relation to the fact that the Project has given hand-outs and the weak link that existed between the LCDC representatives and the DCLC (this government official also opined that the LCDC should have been represented in the DCLC).

⁸⁷ It is now the headquarters of Kitui County, which covers a larger area than the former Kitui District.

Kilifi district in Coast Province

The third district, Kilifi, is within the Coast Province with an estimated 70% of the population living below the poverty line. The district has a long coastline with many tourist hotels. The main economic activities are in tourism, commercial agriculture for sisal and horticulture, fishing, trading and subsistence agriculture. In Kilifi, *common forms of child labour* are found in herding; fishing; illicit brews such as Mnazi (Local brew from coconut tree); hawking; commercial sex; domestic work; work in quarries; selling firewood within estates; working in hotels; touting industry; entertainment industry; work in massage parlours; beach boys/girls; subsistence agriculture; work in cashew nut industries and charcoal burning.

In Kitui, the Labour Officer has not been available on a regular⁸⁸ but the LPC has worked closely with the County Children's Director and the gender officer to mainstream child protection issues in the county development agenda. The Director has been active in the efforts to include interventions that will keep students in school and out of economic exploitation. The AAC has also acknowledged its concerns regarding the prevalence of child labour in the district.

As in the other two project districts the Project has worked with a number of NGOs/CBOs for instance the NGO Moving the Goalpost (MTG) that has involved project beneficiaries in football training and competitions. It is running a community resource centre where children and other members of the community can access information on child labour among other matters. The centre also lets young people access social media/internet. The Jua Kali Association that has offered apprenticeships to children withdrawn from child labour and jobs after training.

In March 2012, a stakeholder meeting held in Kilifi where the Project SNAP was represented identified CSEC as a major concern in the coastal region. Organizations participating in the meeting and committed to fighting CSEC formed a consortium to support in the coordination of CSEC interventions, with ILO as a member. In the same meeting, the consortium with the support of the children's department outlined ideas on strategies for developing a community based information management system on children issues, child labour being one of them. A Consortium on commercial sexual exploitation of children (CSEC) was formed and has continued to meet through different child protection forums to deliberate on issues to do with commercial sexual exploitation of children.

The Charitable Children's Institution Network through the support of the Children's Department has also held meetings on child protection and support of children's education. The information department in the District has continued to support the project by covering and writing on child labour activities going on in the District. The Project has worked with SOLWODI both in SNAP and in TBP regarding CSEC issues. The International Code of Conduct was domesticated in Kenya through SOLWODI by developing a national code of conduct. Training for Hotels and related institutions on code of conduct and CSEC has been done and follow-up initiated. Over 60 hotels had been reached with information, and about 1200 people working in hotels reached.

The Jua Kali Associations have been instrumental in raising awareness on child labour in the informal Jua Kali sector and also offering of apprenticeship and protection of children

As in the other two project districts, the Project has collaborated with ILO YEF project in the training of trainers on SIYB and GYBI Oct 2012.

⁸⁸ This was brought to the attention of the MoL in 2012 (SNAP Self-evaluation report). The Labour Commissioner said in SNAP's Self-evaluation workshop that he was aware of the situation and that "action would be taken soon", also reported that the Ministry had posted labour officers in all Counties except in Wajir and Tana River.

In the Kilifi, there is now a Children's Desk at the police station with two officers allocated to serve on issues related to child protection⁸⁹.

The Project has contributed to the development of reports on stakeholders in Kilifi used to inform the County Governor of the various development issues in the county. Its activities have been featured in the District Annual Monitoring and Evaluation Report (DAMER). This report feeds into the National Annual Progress Report (APR) that is used in tracking the implementation of the Medium Term Plan (MTP) of the national Vision 2030 document.

⁸⁹ TPR, April 2013.

Annex II: Terms of Reference

I. Background and Justification

1. The aim of the International Programme on the Elimination of Child labour (IPEC) is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society- is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.
2. The operational strategy of IPEC has over the years focus on providing support to national and local constituents and partners through their project and activities. Such support has to the extent possible been provided in context of national frameworks, institutions and process that have facilitated the building of capacities and mobilisation for further action. It has emphasized various degrees of a comprehensive approach, providing linkages between action and partners in sectors and areas of work relevant for child labour. Whenever possible specific national framework or programmes, such as National Action Plans, Strategic frameworks, have provided such focus.
3. Starting in 2001, IPEC has promoted the implementation of the "Time Bound Programme" approach, a supported national framework. A Time Bound Programme (TBP) is essentially a national strategic programme framework of tightly integrated and coordinated policies and initiatives at different levels to eliminate specified Worst Forms of Child Labour (WFCL) in a given country within a defined period of time, it has evolved to the current named National Action programme (NAP). It is a nationally owned initiative that emphasizes the need to address the root causes of child labour, linking action against child labour to the national development effort, with particular emphasis on the economic and social policies to combat poverty and to promote universal basic education. The International Labour Organization (ILO), with the support of many development organizations has elaborated this concept based on previous national and international experience. It has also established innovative technical cooperation modalities to support countries that have ratified the ILO's Worst Forms of Child Labour Convention, No. 182 of 1999 (C182) to implement comprehensive measures against WFCL.
4. The most critical element of a NAP is that it is implemented and led by the country itself. The countries commit to the development of a plan to eradicate or significantly diminish the worst forms of child labour in a defined period. This implies a commitment to mobilize and allocate national human and financial resources to combat the problem. IPEC has over the years implemented a number of country specific projects of support of multi-year duration and focusing both on policy and institutional support through enabling environment and direct support to communities, families and children through targeted interventions.
5. The experience with national NAPs has suggested a range of approaches to establish and implement national frameworks to provide the comprehensive approach, the linkages and the mechanisms for developing the knowledge, mobilising the actors, institutions and resources; and to plan effective

coherent national action as part of the broader national development. The experience also showed that the degree of support needed to get this process going in different countries can vary and that specific strategic initiatives can be identified as often key to the process, focusing on influencing key policies and processes.

6. The Global Action Plan (GAP), proposed in the 2006 Global Report on Child Labour and endorsed by the Governing Body at its November 2006 sitting, called on all ILO member States to put appropriate time-bound measures using National Action Plans (NAP), in place by 2008 with a view to eliminating the WFCL by 2016
7. Africa is a very relevant region for IPEC. The GAP 2006 stressed the need for “a special emphasis on Africa” by both the ILO and its international partners in the fight against child labour. In this regard, IPEC committed to devote a larger proportion of its efforts to Africa and has sought to strengthen activities in the region through the *Focus on Africa* programme. A regional strategy was adopted in 2011.
8. From the perspective of the International Labour Organisation (ILO), the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards should guarantee decent work for all adults. In this sense, the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by the Programme should be analysed.
9. ILO Decent Work Country Programmes (DWCPs) have subsequently been developed and are being introduced in the ILO to provide a mechanism to outline agreed upon priorities between the ILO and the national constituent partners within a broader UN and International development context. For further information please see : <http://www.ilo.org/public/english/decent.htm>
10. The DWCP defines a corporate focus on priorities, operational strategies, as well as a resource and implementation plan that complements and supports partner plans for national decent work priorities. As such, DWCP are broader frameworks to which the individual ILO project is linked and contributes to. DWCP are beginning to be gradually introduced into various countries’ planning and implementing frameworks. The current draft DWCP for Kenya can be found at: <http://www.ilo.org/public/english/bureau/program/dwcp/download/kenya.pdf>

Programme Background and current status

11. IPEC has extensive experience in Kenya, working since 2002 with several projects funded by Canada, the European Union, USDOL, Sweden, The Netherlands. More information about them is available at: www.ilo.org/ipec/Regionsandcountries/Africa/Kenya/WCMS_203074/lang-en/index.htm
12. The current project development objective is: Incidence of worst forms of child labour reduced through effective implementation of the National Action Plan.
13. The project proposes three Immediate Objectives:
 - a. At the end of the project, relevant national policies, programmes and legislation harmonized with the National Action Plan to eliminate child Labour and enforced
 - b. At the end of the project, the capacity of national and local authorities and social partners is enhanced to support the effective implementation of the National Action Plan

- c. By the end of the project, effective models for establishing child labour free areas are tested in three (3) Districts with documented processes and experiences
14. The project works under a two pronged approach:
 - a. Implementing the National Action Plan at district and local level (integrated area based approach) to allow the local authorities to respond to the rapidly evolving education environment to ensure that child labourers are appropriately take; and to deal with any and all WFCL .
 - b. Providing continued support to the CL Division within the Ministry of Labour to leverage political support and resources from sources beyond the ministry, to build sustainable partnerships within the national government and with the social partners and to develop an effective exit strategy for ILO-IPEC support at the national level that will lead to a long-term strategy of the Government to sustain action against CL.
15. Special emphasis and focus will be given to child labourers aged 15-17 and in rural areas (i.e. especially in agriculture).
16. The project is implemented in three selected districts: Busia (Western Province), Kitui (Eastern Province) and Kilifi (Coast Province).
17. 8,155 children from three districts are targeted for withdrawal (including through removal and protection in work places and undertakings) and prevention from child labour through the provision of educational and non-educational services.
18. Of this total, 3,700 will be removed from work, 300 protected in work places and undertakings and 4,155 will be prevented from being engaged in child labour.
19. As of June 2013, the Project has reported having achieved the following outcomes:
 - a. The NAP has been reviewed by key stakeholders (along with child labour and other policies)
 - b. Key partners' capacity enhanced, including media
 - c. CLMS developed and implementation on going
 - d. Various studies and baselines contributing to knowledge base produced
 - e. Hazardous list developed and reviewed by stakeholders
 - f. Targets reached and surpassed (both children and parents)
 - g. Mainstreaming of CL agenda in programmes and policies
 - h. Models for the creation of CLFZs laid through IABA, including innovative programme design
 - i. Good practices identified and being documented (diss?)
 - j. Networks and partnerships developed
 - k. Additional resources (financial and human) for CL work mobilised
 - l. Communities empowered economically to support their children
 - m. Workers' and Employers' organisations supported in the fight against child labour
 - n. Transition from child labour to decent youth employment enhanced
 - o. Child participation and teachers capacity through SCREAM improved

Background to the Final Evaluation

20. ILO considers evaluation as an integral part of the implementation of technical cooperation activities. Provisions are made in all projects in accordance with ILO evaluation policy and based on the nature of the project and the specific requirements agreed upon at the time of the project design and during the project as per established procedures.
21. Evaluations of ILO/IPEC projects have a strong focus on utility for the purpose of organisational learning and planning for all stakeholders and partners in the project. As per IPEC evaluation approach, a participatory consultation process on the nature and specific purposes of this evaluation is carried to determine the final Terms of Reference.
22. The project has undergone through a midterm evaluation in March-April 2012. A summary of key conclusions, recommendations lessons and good practices are included in Annexes II. In addition the project conducted a pre-terminal self-evaluation workshop (under direct responsibility of the project team) in February 2013.
23. To strengthen the utilization of the evaluation, EIA is currently exploring the potential to develop a workshop with national stakeholders to discuss the evaluation report recommendations regarding the follow-up process, particularly being a final evaluation. This workshop would be implemented in November 2013, before the end of the project.
24. The Evaluation and Impact Assessment section (EIA) of ILO-IPEC in Geneva is the responsible unit of managing this evaluation, as per usual procedure with all ILO-IPEC projects.

II. Purpose and Scope

Purpose

25. The main purposes of the final evaluation are:
 - a. Determine project effectiveness: achievement of Project objectives at outcome and impact levels, and understanding how and why have/have not been achieved
 - b. Identify relevant unintended changes/side effects at outcome and impact levels
 - c. Assess the effectiveness of the project and its implementation efficiency
 - d. Establish the relevance of the project outcomes and the level of sustainability attained.
 - e. Provide recommendations regarding relevant stakeholders, building on the achievements of the Project in supporting the NAP at local, state and national level toward the sustainability of the project outcomes and initial impacts
 - f. To identify emerging potential good practices for key stakeholders.
26. The final evaluation should provide all stakeholders with information to assess and revise, as it is needed, strategies, objectives, partnership arrangements, implementation modalities and resources. It should identify the potential impact on mainstreaming policy and strategies and suggest a possible way forward beyond the project.
27. Therefore, the evaluation analytical scope should include identifying achievement of objectives and explaining how and why have been attained in such ways (and not in other alternative expected ways, if it would be the case). The purpose is to help the stakeholders to learn from this experience. – go below?

Scope

28. The evaluation will focus on the ILO/IPEC programme mentioned above, its achievements and its contribution to the overall national efforts to achieve the elimination of WFCL. The evaluation should focus on all the activities that have been implemented since the start of the projects to the moment of the field visits. (i.e. action programmes/projects).
29. The evaluation should look at the project as a whole, including issues of initial project design, implementation, lessons learnt, replicability and recommendations for current and future programmes.
30. The contribution of IPEC to the NAP process normally covers the promotion of an enabling environment, and the role of technical advisor or facilitator of the process of developing and implementing the national NAP. In order to access the degree to which this contribution has been made, the evaluation will have to take into account relevant factors and developments in the national process.
31. The evaluation should cover expected (i.e. planned) and unexpected results in terms of non-planned outputs and outcomes (i.e. side effects or externalities). Some of these unexpected changes could be as relevant as the ones planned. Therefore, the evaluation team should reflect on them for learning purposes.

III. Suggested aspects to be addressed

32. The evaluation should be carried out in adherence with the ILO Evaluation Framework and Strategy, the ILO Guideline, the specific ILO-IPEC Guidelines and Notes, the UN System Evaluation Standards and Norms, and the OECD/DAC Evaluation Quality Standard.
33. The evaluation will address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability to the extent possible as defined in the ILO Policy Guidelines for Results-Based Evaluation: Principles, Rationale, Planning and Managing for Evaluations (i-eval resource kit)', January 2012.
34. In line with results-based framework approach used by ILO-IPEC for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the Immediate Objectives of the project using data from the logical framework indicators.
35. Annex I contains specific suggested aspects for the evaluation to address. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with ILO/IPEC Geneva's Design, Evaluation and Documentation Section (DED) and the project coordinator. It is not expected that the evaluation address all of the questions detailed in the Annex; however the evaluation must address the general areas of focus. **The evaluation instrument (summarised in the Inception report) should identify the general areas of focus listed here as well as other priority aspects to be addressed in the evaluation.**
36. The main categories that need to be addressed are the following:
 - Design
 - Effectiveness of the project (Implementation of the process and achievement of objectives)

- Potential impacts impact not mentioned above
 - Relevance
 - Sustainability
- Special Aspects to be Addressed (here efficiency not mentioned)

IV. Expected outputs of the evaluation

37. The expected activities and outputs to be delivered by the evaluation team are:

- A desk review of appropriate material
- Preparation of an Inception report centered on the evaluation instrument, reflecting the combination of tools and detailed instruments needed to address the range of selected aspects. The instrument needs to make provision for the triangulation of data where possible.
- Field visit to the project location in the three districts.
- Stakeholders workshop at national level, facilitated by the evaluator team leader
- Draft evaluation report. The evaluation report should include and reflect on findings from the field visits and stakeholder workshops proceedings
- Final evaluation report including:
 - ✓ Executive Summary with key findings, conclusions and recommendations
 - ✓ Clearly identified findings
 - ✓ A table presenting the key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected)
 - ✓ Clearly identified conclusions and recommendations (identifying for the last ones to which stakeholders is oriented each one)
 - ✓ Lessons learnt
 - ✓ Potential good practices
 - ✓ Appropriate Annexes including present TORs, and Standard evaluation instrument matrix (adjusted from the one developed in the Inception report)

38. The total length of the report should be a maximum of 30 pages for the main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

39. The inception, draft and final reports should be provided both in paper copy and in electronic version compatible for Word for Windows. Ownership of all data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

40. The final report will be circulated to key stakeholders (those participants present at stakeholder evaluation workshop will be considered key stakeholders), including project staff for their review. Comments from stakeholders will be consolidated by the Evaluation and Impact Assessment Section (EIA) of ILO/IPEC Geneva and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate, and provide a brief note explaining why any comments might not have been incorporated.

V. Evaluation methodology

41. The following is the proposed evaluation methodology. While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by EIA and the Project, provided that the research and analysis suggest changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.
42. The evaluation will be carried out using a desk review of appropriate materials, including the project documents, progress reports, outputs of the project (i.e. action programmes), results of any internal planning process and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluation consultant will prepare a brief document indicating the methodological approach to the evaluation in the form of the evaluation instrument, to be discussed and approved by EIA prior to the commencement of the field mission. This document is the “Inception report”.
43. The evaluation team leader will interview the donor representatives and ILO/IPEC HQ and regional backstopping officials through conference calls or face-to-face interviews early in the evaluation process, preferably during the desk review phase.
44. The evaluation team will undertake field visits to programme. The evaluators will conduct interviews with project partners and implementing agencies, direct beneficiaries (i.e. children) and teachers and facilitate a workshop towards the end of the field visits.
45. The selection of the field visits locations should be based on criteria to be defined by the evaluation team. Some criteria to consider include:
 - Locations with successful and unsuccessful results from the perception of key stakeholders. The rationale is that these cases, at some extent, are more helpful than averages for understanding how process worked and results have been obtained
 - Locations that have been identified as providing particular good practices or bringing out particular key issues as identified by the desk review and initial discussions.
 - Areas known to have high prevalence of child labour.
 - Locations next to and not so close to main roads
46. The national workshop will be attended by IPEC staff and key stakeholders (i.e. partners), including the donor as appropriate. This event will be an opportunity for the evaluation team to gather further data, present the preliminary findings, conclusions and recommendations and obtain feedback. The meeting will take place towards the end of the fieldwork.
47. The consultant will be responsible for organizing the methodology of the workshop. The identification of the number of participants of the workshop and logistics will be the responsibility of the project team in consultation with the evaluation team leader
48. The team leader will be responsible for drafting and finalizing the evaluation report. Upon feedback from stakeholders to the draft report, the team leader will further be responsible for finalizing the report incorporating any comments deemed appropriate. The evaluator team leader will have the final responsibility during the evaluation process and the outcomes of the evaluation, including the quality of the report and compliance with deadlines.

49. The evaluation will be carried out with the technical support of the IPEC-EIA section and with the logistical support of the programme office in Nairobi. EIA will be responsible for consolidating the comments of stakeholders and submitting it to the team leader.

50. It is expected that the evaluation team will work to the highest evaluation standards and codes of conduct and follow the UN evaluation standards and norms.

The team responsibilities and profile

51. Team leader (International consultant):

Responsibilities	Profile
<ul style="list-style-type: none"> • Desk review of programme documents • Development of the evaluation instruments • Briefing with ILO/IPEC-EIA • Telephone interviews with IPEC HQ desk officer, donor • Technical guidance to national consultant • Undertake field visits in Kenya • Facilitate stakeholders workshop • Draft evaluation report • Finalize evaluation report 	<ul style="list-style-type: none"> • <u>Not have been involved in the project.</u> • Relevant background in social and/or economic development. • Experience in the design, management and evaluation of development projects, in particular with policy level work, institutional building and local development projects. • Experience in evaluations in the UN system or other international context as team leader • Relevant sub-regional experience • Experience in the area of children's and child labour issues and rights-based approaches in a normative framework and operational dimension are highly appreciated. • Experience at policy level and in the area of education and legal issues would also be appreciated. • Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular PRSP and UNDAF. • Fluency in English is essential • Experience facilitating workshops for evaluation findings.

52. National consultant

Responsibilities	Profile
<ul style="list-style-type: none"> • Desk review of programme documents • Contribute to the development of the evaluation instrument • Organize interviews of stakeholders and field visits in the country • Co-Facilitate stakeholder workshop (under the team leader leadership) • Contribute to the evaluation report through systematizing data collected and providing analytical inputs • Others as required by the team leader 	<ul style="list-style-type: none"> • Relevant background in country social and/or economic development. • Experience in the design, management and evaluation of development projects, in particular with policy level work, institutional building and local development projects. • Relevant country experience, preferably prior working experience in child labour. • Experience in the area of children's and child labour issues and rights-based approaches in a normative framework are highly appreciated. • Experience facilitating workshops for evaluation findings. • Fluency in English (and other national relevant language) essential • Knowledge of local languages in the field visit areas an asset • Experience in the UN system or similar international development experience desirable.

Evaluation Timetable and Schedule

53. The total duration of the evaluation process including submission of the final report should be within two months from the end of the field mission.

54. The timetable is as follows:

Phase	Responsible Person	Tasks	No of days	
			TL	NC
I	Evaluation team leader	<ul style="list-style-type: none"> o Briefing with ILO/IPEC o Desk Review of programme related documents o Telephone briefing with IPEC EIA, donor, IPEC HQ and ILO regional 	5	3
II	Evaluation team with logistical support by project	<ul style="list-style-type: none"> o In-country for consultations with programme staff o Consultations with programme staff /management o Interviews with programme staff and partners o Field visits o Consultations with girls and boys, parents and other beneficiaries 	15	15
III	Evaluation team leader	<ul style="list-style-type: none"> o Workshop with key stakeholders o Sharing of preliminary findings 	1	1
IV	Evaluation team leader	<ul style="list-style-type: none"> o Draft report based on consultations from field visits and desk review, and workshop o Debriefing 	7	1
V	EIA	<ul style="list-style-type: none"> o Circulate draft report to key stakeholders o Consolidate comments of stakeholders and send to team leader 	0	0
VI	Evaluation team leader	<ul style="list-style-type: none"> o Finalize the report including explanations on why comments were not included 	2	0
TOTAL			30	20

TL: Team leader **NC:** National consultant

55. Summary schedule

Phase	Duration	Dates
I	5 days	Sept. 2-6
II-III	16 days	Sept. 9-24
IV	7 day	Sept. 26 th -Oct. 2 nd
V	15 days	Oct. 8-25
VI	2 day	Oct. 28-29

56. Sources of Information and Consultations/Meetings

Available at HQ and to be supplied by EIA	<ul style="list-style-type: none"> • Project document • EIA Guidelines and ILO guidelines
Available in project office and to be supplied by project management	<ul style="list-style-type: none"> • Progress reports/Status reports • Technical and financial reports of partner agencies • Other studies and research undertaken • Action Programme Summary Outlines • Project files • National Action Plans

57. Consultations with:

- Project management and staff
- ILO/HQ and regional backstopping officials
- Partner agencies
- Child labour programs in the country
- Social partners Employers' and Workers' groups

- Government stakeholders (e.g. representatives from Department Labour, Social Development etc.)
- Government representatives, legal authorities etc. as identified by evaluation team
- National Partners in the NAP involved in the further development, enhancement and implementation of national processes
- Policy makers
- Direct beneficiaries, i.e. boys and girls (taking ethical consideration into account.)
- Parents of boys and girls
- Community members as identified by the project management and evaluation team leader
- USDOL (by telephone)
- US Embassy staff

Final Report Submission Procedure

58. For independent evaluations, the following procedure is used:

- The evaluator will submit a draft report to IPEC EIA in Geneva
- IPEC EIA will forward a copy to key stakeholders for comments on factual issues and for clarifications
- IPEC EIA will consolidate the comments and send these to the evaluator by date agreed between EIA and the evaluator or as soon as the comments are received from stakeholders.

59. The final report is submitted to IPEC EIA who will then officially forward it to stakeholders, including the donor.

VI. Resources and management

Resources

60. The resources required for this evaluation are:

- For the evaluation team leader:
 - Fees for an international consultant for 30 work days
 - Fees for local DSA in project locations
 - Travel from consultant's home residence to Nairobi in line with ILO regulations and rules
- For the national consultant:
 - Fees for 20 days
 - Fees for local DSA in project location
- For the evaluation exercise as a whole:
 - Local travel in-country supported by the project
 - Stakeholder workshops expenditures

61. A detailed budget is available separately.

Management

62. The evaluation team will report to IPEC EIA in headquarters and should discuss any technical and methodological matters with EIA, should issues arise. IPEC project officials and the ILO Office in Nairobi will provide administrative and logistical support during the evaluation mission.

Annex II.1: Suggested aspects to address

Design

- Determine the validity of the project design, the effectiveness of the methodologies and strategies employed and whether it assisted or hindered the achievement of the project's goals as set out in the Project Document.
- Assess whether the project design was logical and coherent:
- Were the objectives and targets of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including financial and human resources)?
- Were the linkages between inputs, activities, outputs and objectives clear and logical?
- Were the different components of the project clearly and realistically complementing each other?
- Have been the time frame for project implementation and the sequencing of project activities logical and realistic?
- Assess whether the programme design was logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders.
- Assess the internal and external logic of the programme: degree to which the programme fits into existing mainstreaming activities that would impact on child labour.
- How well did the programme design take into account local, national and sub-regional efforts already underway to address child labour and promote educational opportunities for targeted children and existing capacity to address these issues?
- Analyse whether available information on the socio-economic, cultural and political situation was taken into consideration at the time of the design and whether these were reflected in the design of the programme.
- To what extent were external factors identified and assumptions identified at the time of design? Have these underlying assumptions on which the programme has been based proven to be true?
- Assess whether the problems and needs were adequately analysed.
- Is the strategy for sustainability of programme results defined clearly at the design stage of the programme?
- How relevant and useful are project indicators and means of verification for measuring project impacts and outcomes. Do they reflect the combined focus on direct action programmes and mainstreaming activities?
- What lessons were learned, if any, in the process of conducting baseline survey for the identification of target children?
- Does the project design fit within and complement existing initiatives by other organizations to combat child labor?

Effectiveness of the project (implementation of the process and achievement of objectives)

General

- Assess whether the project has achieved its immediate objectives. If not, what were the factors that contributed to the project delay and were they justifiable?
- Examine delivery of project outputs in terms of quality and quantity
- Assess the effectiveness of the project, particularly compare the cost-efficiency (and as much as possible the cost effectiveness) of the different project interventions. In general, did the results obtained justify the costs incurred?
- Have unplanned outputs and results been identified and if so, why were they necessary and to what extent are significant to achieve project objectives?
- Assess the programme's gender mainstreaming activities.
- How effective were the APs, and research and policy activities, and how are they contributing to the project meeting its immediate objectives?
- How was the capacity of the implementing agencies and other relevant partners to develop effective action against child labour enhanced as a result of project activities?
- How has the project responded to obstacles (both foreseen and unforeseen) that arose throughout the implementation process? Has the programme team been able to adapt the implementation process in order to overcome these obstacles without hindering the effectiveness of the programme?
- Have there been any changes to external factors and the related assumptions in design?
- Assess the process for documenting and disseminating models: scale-up, lessons, etc.

Enabling environment (capacity building)

- Analyse the level and nature of the project's contribution and support to the enabling environment at national and local levels.
- Examine any network that has been built between organizations and government agencies working to address child labour on the national and local levels.
- How effective has the programme been at stimulating interest and participation in the programme at the local and national level?
- How effectively has the programme leveraged resources (e.g., by collaborating with non-IPEC initiatives and other programmes launched in support of the NAP process thus far)?
- Assess the relevance of the leveraged resources
- How well has the project coordinated and collaborated with other child-focused interventions supported by other organizations?
- How successful has the programme been in mainstreaming the issue of child labour into on-going efforts in areas such as education and poverty reduction?
- How relevant and effective were the studies commissioned by the programme in terms of affecting the national debates on child labour?

- Examine how the ILO/IPEC project interacted and possibly influenced national level policies, debates and institutions working on child labour.
- Assess to what extent the planning, monitoring and evaluation tools have been promoted by the programme for use at the level of NAP and by other partners
- Assess project contribution to strengthen Child labour Monitoring Systems (CLMSs).
- Assess the extent to which the ILO/IPEC project has been able to mobilize resources, policies, programmes, partners and activities to be part of the NAP.

Direct targeted action

- Assess the effectiveness of the different action programmes implemented and their contribution to the immediate objectives of the programme.
- Has the capacity of community level agencies and organizations been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour?
- Has the entire target population been reached?
- How effective were the strategies implemented for child labour monitoring? Are the initiatives on child labour monitoring likely to be sustainable?
- Assess the criteria for selecting beneficiaries and implementing agencies for the projects Identify whether actions have been taken to ensure the access of girls, indigenous people, afro descendant groups and other vulnerable groups to services and resources.
- How do the levels of cooperation, team working, roles and linkages among related agencies and networks support the implementation of the project?
- In cases where the action programs link beneficiaries with existing programs, assess the value-added of the project's interventions.

Potential impact

- Assess the major high level changes that the project has contributed towards the project development objective at national, and local levels
- Has the project generated unintended impacts on child labour prevention and elimination?

Relevance of the project

- Examine whether the project responded to the real needs of the beneficiaries and stakeholders.
- Assess validity of the programme approach and strategies and its potential to be replicated and scaled up.
- Assess whether the problems and needs that gave rise to the programme still exists or have changed.
- Assess the appropriateness of the sectors/target groups and locations chosen to develop the projects based on the finding of baseline surveys.
- How is this programme supporting and contributing to the NAP? Do local stakeholders perceive the NAP as different as and broader than the IPEC project of support to the NAP?

- How did the strategy used in this project fit in with the NAPs, national education and anti-poverty efforts, and interventions carried out by other organizations (including national and international organizations)? Did the programme remain consistent with and supportive of the NAP?

Sustainability

- Examine if outcomes would last after project based on the phase out strategy implemented.
- Assess to what extent a phase out strategy has been defined and planned and what steps have been taken to ensure sustainability (e.g. government involvement).
- Assess whether these strategies had been articulated/explained to stakeholders.
- Assess whether the program's interventions to withdraw and prevent children from exploitative child labour are making lasting impacts on the beneficiaries. Will the result of children being withdrawn or prevented be sustained or are additional interventions needed?
- Assess what contributions the programme has made in strengthening the capacity and knowledge of national and local stakeholders (government and implementing agencies) and to encourage ownership of the programme to partners.
- Assess programme success in leveraging resources for on-going and continuing efforts to prevent and eliminate child labour in the context of the NAP. Analyse the level of private sector / employers' organizations support to the NAP, paying specific attention to how these groups participated in programme activities.

Specific aspects to be addressed

- Discuss what gaps and opportunities remain within project achieved results in addressing exploitive child labour at the national and local levels.
- Assess the level of effectiveness (outcome and impact levels) of the project regarding each of the following agriculture sectors listed in the project document: coffee, sisal, sugarcane, tea and tobacco.
- Assess if the implemented IABA model is adequate for district and community structures, as well as other relevant institutions and organizations
- Review the potential of the "child labour free zone" model in Kenya for replicability and scalability (i.e. documentation of potential good practices and model of intervention).
- Analyse how far the project focused in the priority group, children aged 15-17 and the agricultural sectors.
- Examine variations on project effectiveness among sub national/local levels, if any.
- How effectively has the project built on and complemented the efforts of previous and current ILO-IPEC child labour and child labour-linked projects?
- How has the project address the recommendations of the midterm evaluation?

Annex III: Methodology (including evaluation questions)

The project evaluation was carried out during September – October 2013, primarily through:

- Developing an evaluation methodology;
- Reviewing relevant documentation using a format for synthesising findings and reflections;
- Interviewing key ILO staff in Geneva in August-September;
- Data collection in Kenya during 8th to 27th September, jointly with a national consultant;
- Visiting the three district project areas, holding/attending meetings and Focus Group Discussions;
- Attending a Validation Workshop in Nairobi in which the key preliminary findings were presented and discussed through groups work followed by presentation by the participants.
- Analysing the findings and making recommendations based on the conclusions;
- Drafting an evaluation report, incorporating feedback consolidated by ILO; and
- Writing a final evaluation report.

Participatory consultation and inquiry methods were used throughout the work. A combination of tools to gather information and data has been applied and considering the need to rely on qualitative methods of acquiring data, as there was neither scope, nor time, to undertake any field survey to generate quantitative information from primary sources. In terms of accessing/acquiring quantitative data, the evaluator has had to rely on secondary sources, i.e. available information generated through any baseline information, TPRs, the MTR report, and the Project's own monitoring and evaluation records.

The evaluation team applied a methodological triangulation approach, i.e. using more than one method in order to increase the credibility and validity of the conclusions and neutralising personal biases. Crosschecking of information was been done in order to strengthen the reliability of the conclusions - from perceptions (interviews with individuals), validation (direct observations, group consultations, focus group discussions - FGDs) and documentation (reviewing existing documents/reports).

The evaluation team has focused on systems, structures, processes and institutional procedures and avoided undue focus on individuals or groups. OECD/DAC7 and UN (ILO) evaluation norms, standards and ethics were followed throughout the work. There are four evaluation criteria that have been applied and that have guided the evaluation (effectiveness, relevance, efficiency and sustainability).

Questions were posed to, and discussions held with relevant ILO staff at Headquarters, Geneva; ILO Country Office in Nairobi; Project staff (including former project staff), ILO constituents (Government, Employers and Workers organisations), Civil Society and private sector actors. A discussion was held with the representatives of the US Labour Department in Washington early in the process. Below are *examples* of the evaluation questions posed the TOR has also guided the evaluators. As much as possible the questions were kept open-ended – so as to not lead the interviewee in his/her replies.

ILO Headquarter staff:

- Have you been involved in working out the design of this Project?
- What has been the nature of your support/back-stopping/follow-up to the Project (or project design)?
- How did the work proceed? If there were obstacles - how were you able to contribute to solving any obstacles in start-up or implementation?
- Are you aware of any changes made in the Logical Framework since the Project's start-up? If yes, what made changes necessary?

- According to you, has the Project been able to produce its outputs and/or achieve its three immediate objectives and are you aware of any particular achievements/results or impact that can be attributed to this particular Project?
- Are you aware of if/how the constituents (or implementing agencies) plan to sustain/develop the benefits of the Project?
- Has the Government approached the ILO regarding any new technical cooperation activities related to child labour in agriculture?
- How will ILO follow up on child labour issues in agriculture in Kenya when the Project has ended?
- How has the Project been able to use the funds? Are you aware of the delivery rate to date? Were there any particular issues related to budget utilization or spending of fund?

ILO Project Staff (current and former staff):

- What is your role and key area of responsibility? Please describe briefly your specific role/task.
- Were there any changes to the original design of the Project and Logical Framework? If there were changes, what necessitated those?
- How do you see the progress and achievements of the Project from its start? Pls. describe.
- What particular results or impact could you say can be attributed to the work of the Project?
- If you think the project's achievements are satisfactory – which main factors have contributed to this? If not satisfactory what are the reasons?
- Are there any areas of work that have failed, or been less successful? Which are they?
- If the achievements were not satisfactory, what has been lacking? What were the main obstacles for you, and for the Project to achieve its goals?
- How often were Steering Committee meetings held (and/or other key meetings)? Pls. provide minutes from these meetings.
- How do you view the cooperation the Government officials, Employers, Workers/Trade Unions and NGOs (implementing agencies)? External consultants? Other organizations?
- Were there any obstacles in cooperation with others - if so which are they? How were you able to overcome these? If not – what are the reason/s?
- How do you rate the team spirit of the Project (in a scale from 1-5? 5 being the highest score)? (to answer this question is optional).
- What is most rewarding in your work? What is least rewarding in your work (challenges/problems)?
- How do you grade the technical and/or administrative “backstopping” and/or support to the Project from the ILO office in Nairobi, ILO regional office, and the ILO Hqs (Excellent, Sufficient, or Not sufficient)?
- Does the Project have any particular gender strategy? How did you attempt to work on gender equality and gender mainstreaming issues?
- How do you view the sustainability of the outputs and benefits of the Project?
- Describe the Project exit strategy and how the stakeholders have responded to it (timing, ownerships of outputs (products))?
- What are the lessons from the Project? How should these best be disseminated now that the Project is about to end?
- Do you have any specific recommendation for the constituents, the ILO and/or the donor agency, on how best to continue supporting the issue of elimination of child labour in agriculture in Kenya?

ILO Country Office and staff of other Projects:

- Please describe how you see the evolution of this Project and how it fits in with the overall ILO country/regional programme.
- Which are the achievements? Has it been able to obtain its objectives?
- Have you been able to support the management and staff in the implementation of the Project? If “yes” how?
- Will you contribute to ensuring continuity, or sustainability of the benefits of the work? If “yes” – how? If “No”, why not?
- How has the Project cooperated with the constituents and other Partners?
- How has the Project been able to utilise the funds - are you aware of the delivery rate to date? Were there any particular issues related to budget utilization or spending of fund?
- Describe the cooperation with (or your role vis-à-vis) the Project management and staff?

Government (ministries and other):

- What is the relevance of this Project to your ministry (or department/committee/other) and to Kenya?
- Have you, or any of your colleagues, been involved in the planning, implementation and/or follow up of the Project? Are you aware of any changes made in the design of the Project since its start?
- Are you aware of the Project’s implementation strategy?
- If there were delays (start-up, implementation or other) - what were the causes according to you?
- How do you think the Project has progressed since its start in 2009?
- What are the main results/achievements – according to you?
- Could this project, have been implemented more efficiently through other institutional arrangements? If “yes” what would those arrangements be?
- How has the Project supported your ministry (or department/committee/other), technically (e.g. developing capacity, web sites, CLMS, NAP, etc.) and through providing advice? How have you been able to support the Project management?
- How will you, and your ministry (or department/committee/other) continue to work on the issues of the Project? Will any accomplishments or benefits be sustained? In the short term? In the medium term?
- Do you have any recommendation to ILO, or lessons that you wish to bring to the attention of the ILO?

Employers’ organisations and Trade Unions/Workers Associations

(These are examples of questions that will be tailored/adapted for the respective organisations, once more information is received and before questions are posed)

- How have you been involved in this Project? Please describe the key activities/areas of your involvement (from start-up to date).
- What is the relevance of the Project to your organisation?
- Are you aware of any achievements or results that can be attributed to this particular ILO Project? What were the factors that contributed to these?
- Are you aware of any challenges faced by the Project, or by your organisation, in the implementation of the Project activities?
- How do you think the Project management, and/or the ILO office, managed the challenges? Have you been able to contribute to manage these challenges, or help solving any problems..? If “Yes” – how?

- If there was a lack of progress or achievements - describe what it was (any particular issues or obstacles that have hindered the Project's implementation?)
- Does your organisation plan to continue to work on child labour in agriculture issues after the completion of this ILO project? If "yes" how..?
- Do you have any recommendation to ILO, or lessons that you wish to bring to the attention of the ILO?

Civil Society Organisations (CSO), international organisations (if applicable) and private sector actors - to be formulated

Development Partner: US Labour Department (USDOL)

- Are you aware of any changes in the design that have occurred since the start of this Project?
- How do you see the achievements/accomplishments so far? What were the achievements/accomplishments and/or impact?
- If there has been lack of achievements – what do you think are the reasons?
- What are your expectations regarding sustainability (of benefits, impact, child labour monitoring systems or other?)
- Have you faced any challenges in your cooperation with the ILO Project or with ILO? If yes – which are these? Have they been overcome?
- What challenges has the Project and its management faced? In your view, how did the NPC and the ILO offices (Nairobi and Geneva) deal with these?
- In hindsight - is there anything that you, as the development partner, would have liked to be different in the design of a project like this?
- What was the timeliness of progress report submission from ILO/the Project?
- In your view, did the Project receive sufficient support from ILO Nairobi and/or ILO Headquarters in Geneva? Please explain (if relevant).

Annex IV: Summary of SNAP's objectives and outputs

Development objective: Incidence of worst forms of child labour reduced through effective implementation of the National Action Plan
Immediate objective 1: At the end of the project, relevant national policies, programmes and legislation harmonized with the National Action Plan to eliminate Child Labour and enforced
Output 1.1: Child labour further integrated into development policies, strategies, programmes and instruments
Output 1.2: Enhanced enforcement of legislation relevant to child labour
Output 1.3: Advocacy and communication strategy designed and implemented
Output 1.4: Partnerships and networks to support and coordinate activities on child labour at all levels developed and/or enhanced
Immediate objective 2: At the end of the project, the capacity of national and local authorities and social partners is enhanced to support the effective implementation of the National Action Plan
Output 2.1: Capacity of relevant institutions, structures and partners to take effective action against child labour strengthened
Output 2.2: Capacity of partners to collect and analyse information on child labour enhanced
Immediate objective 3: By the end of the project, effective models for establishing child labour free areas are tested in three (3) Districts with documented processes and experiences
Output 3.1: Models for effective local structures established or strengthened in selected child labour free areas
Output 3.2: Access and availability of relevant education and skills training enhanced
Output 3.3: Scalable models of intervention are implemented, documented and disseminated
Output 3.4: Socio-economic capacity of families to support their children's needs enhanced

Annex V: Interviewees and persons consulted

Name	Designation	Organisation
International Labour Organisation (ILO)		
Ricardo Furman	Evaluation Manager	EIA, IPEC-ILO Hqs, Geneva
Nadine Osseiran	Desk Officer	IPEC-ILO Hqs, Geneva
Simon Steyne	Head, Social Dialogue and Partnership	IPEC-ILO Hqs, Geneva
Mary Read	Head, Planning and Reporting	IPEC-ILO Hqs, Geneva
Wangui Irimu	National Project Coordinator, SNAP	IPEC-ILO, Nairobi
Ester Wasike	Finance/Admin Officer, SNAP	IPEC-ILO, Nairobi
Catherine Nderi	Sr. Programme Officer, SNAP	IPEC-ILO, Nairobi
Enos Omondi	(Former) M&E, SNAP	IPEC-ILO, Nairobi
Minoru Ogasawara	Project Coordinator for Africa, TACKLE	IPEC-ILO, Nairobi
Bernard M. Kiura	National Project Coordinator, TACKLE Project	IPEC-ILO, Nairobi
Ministry of Labour, Social Security & Services		
Isaiah B. Kirigua	Sr. Deputy Labour Commissioner	Ministry of Labour, Social Security & Services
J.N. Ndiho	Asst. Labour Commissioner	Ministry of Labour, Social Security & Services
Christine Otieno	Senior Labour Officer	Ministry of Labour, Social Security & Services
Federation of Kenya Employers (FKE)		
Isaac Kiema	Project Coordinator	Federation of Kenya Employers (FKE)
Central Organisation of Trade Unions (COTU)		
Noah Chanyisa Chune	Director of Education	Central Organisation of Trade Unions (COTU)

Participants in the Final Evaluation (validation) Workshop, Preliminary findings, Nairobi Safari Club Hotel, ILO-IPEC, 26 September, 2013:

	Name	Organization
1.	Isaiah Chemosong	SCOPE
2.	Richard K Makhulo	K.L.D.T.D.A.W.U
3.	Tasiana Mzozo	ILO, Busia
4.	Jasho Bomu	SCOPE
5.	Hilary Aguya	Chief-Busia
6.	Samson Rimba	K.J.A Kilifi
7.	Oloo Norbert	KUSPAW
8.	William K Mavosi	Kitui
9.	Rd. Andrew Riechi	UON/ILO consultant
10.	Isaac Sivali Lubiya	HUSO
11.	Kephas Odhiambo	Ministry of labour
12.	Nicholas Oballa	KENYA POLICE SERVICE
13.	Lotta Nycander	ILO consultant
14.	Wangui Irimu	ILO- IPEC
15.	Esther Wasike	ILO-IPEC
16.	Christopher Juma	Teacher –Busia
17.	David Drinkard	US Embassy
18.	Benson Nyariaro	Youth in Agriculture, MoAL&F
19.	Damaris Muhika	COTU
20.	Janet Muno	KDC
21.	Paul Mwandikwa	ILO
22.	Christine Otieno	MOLSS&S (CLD)
23.	Enos Omondi	WWF (former ILO-IPEC)
24.	Titus Kithome	ILO
25.	Ruth Lewa	SOLWODI
26.	Josephine Paul	CDK

	Name	Organization
27.	Agnes K. Musili	CWSK (LCLC)
28.	Joyce Nyaruai	AMWIK
29.	Jannet Tsuma	County Government of Kilifi
30.	Hewuiotta N.	K.P.A.W.U
31.	Dickson Kilonzo	KUDHEIHA
32.	Kiura Bernard	ILO
33.	Doreen Sirye	MTG
34.	Zainab Thuva	MTG
35.	Rodah Ngaira	ICS
36.	Mary Makokha	REEP
37.	Gilbert Ngaira	KAACR
38.	Kyalo Ndomboi	DCLC Kitui
39.	Zalolou Diang'a	CWSK-Kitui
40.	Ogasawara Minow	ILO
41.	Adelaide N. Ngaru	National Council for Children's Services
42.	Elizabeth Onuko	Ministry of Labour, Social Security and Services
43.	Shedrack Ndusi	APDK Machakos
44.	William Wandera	FKE
45.	Agustine Asomba	ILO
46.	James Kandugu	AICS
47.	Samuel Otieno	AICS
48.	Virginia Njerenga	KICD
49.	Janet Magoiya	Farm Concern International
50.	Charles Mwambia	KICD
51.	Njoroge Nyoike	KNBS
52.	Alexio Musindo, Director	ILO

Participants in the district level Final Evaluation (validation) Workshop of preliminary findings

**Kyangwithya West Locational Child Labour Committee (LCLC),
20 September 2013, Kitui District**

	Name	Designation	Area
1.	Munyao Mwaki	Assistant chief	Tiva sub-location
2.	Proyera Ruth Ska	Assistant chief	Uyooni sub-location
3.	Benjamin John Wambua	Chief	Kyangwithya West
4.	Philip Munyoki	Assistant chief	Mululu sub-location
5.	Gabriel Nzusi Wambua	Assistant chief	Ndumoni
6.	Rose K. Daniel	C.F	Mulutu sub-location
7.	Sabina M. Muthami	C.F	Utooni sub-location
8.	Peter M. Kitheka	Religious B. organizer	n.a.
9.	Esther Mwema	Women representative	n.a.
10.	Joshua Muema	Community facilitator	n.a.

**Katyethoka Commercial Farm Members
20th September, 2013, Kitui District**

	Name	Designation
1.	Bernadette Ngii Musili	Butternut farming
2.	Joshua K. Musili	Producer of fireless cooker
3.	Andronicus Mwanja Mutua	Commercial village facilitator
4.	Lena Mwenda Mutua Kaveta	n.a.
5.	Nathan Musili	n.a.
6.	Syombua Nyelele	n.a.
7.	Margret Ndi	n.a.
8.	Perpetua M. Malombe	n.a.
9.	Angeline Martha Muthya	n.a.
10.	Monicah Safari	n.a.
11.	Samuel M. Kilu	n.a.
12.	Japheth Wambua Nzaanzen	n.a.

Meeting held at District Child Labour Committee (DCLC), Kitui, 19 September 2013

	Name	Organization
1.	David M. Mbengeli	Ministry of Education
2.	Nicodemus Mutua	Catholic Diocese of Kitui
3.	Kinga Kimani	Probation officer
4.	Jacinta Mwangeli	Ministry of East African Affairs, Commerce and Tourism
5.	Josephine Paul	Catholic Diocese of Kitui
6.	Felix Muia	Gender and social services
7.	Jacinta Mwinzi	Children department

Meeting held at KDC, Kitui, 19 September 2013

S/no	Name	Organization
1.	Zablon Dianga	Child Welfare Society of Kenya
2.	Thomas M. Musyimi	Kitui Development Centre
3.	Agnes M. Kanya	Kitui Development Centre
4.	Nicodemus Mutua	Catholic Diocese of Kitui
5.	Mary K. Njogu	Child Welfare Society of Kenya
6.	Josephine Paul	Catholic Diocese of Kitui
7.	Janet Mumo	Kitui Development Centre
8.	Crack Munyao	Kitui Development Centre

District Child Labour Committee Meeting, DIDC Hall Busia, 11 September 2013

S/no	Name	Organization
1.	Kephas Odhiambo	Ministry of Labour
2.	Elijah O. Nyamai	Ministry of Labour
3.	Beatrice Mbone	CLAN
4.	Mary Boke	Police
5.	Josephine Iseren	Ministry of Labour
6.	Rosemary Muyekho	Ministry of planning/Devolution (DIDC)
7.	Peter Makhoha	Busia County
8.	Emma Obuya	Ministry of Agriculture
9.	Georgina Mujembi	Ministry of Devolution and Planning
10.	Boniface Odie	Children's department
11.	Catherine Amimo	Probation department
12.	Edgar Akide	Youth department

S/no	Name	Organization
13.	Boniface w. Owoko	Rescou Counsellors
14.	Mary Atalitsa	Ministry of education
15.	Pamela Oendo	Ministry of education
16.	Kennedy N.Chanzu	TSC
17.	Tasiana Mzozo	Local Project Coordinator, ILO

DCLC Meeting held at ILO Office Kilifi, 16 September 2013

	Name	Department
1.	Ven. John Mwambire Ruwa	ACK. St Thomas Kilifi
2.	Catherine Mwau	Probation and after care service Kilifi
3.	Inspector Raphael Muela	Oop/Police
4.	Janet Tsuma	County Government
5.	Lucia M. Mulwa	County statistical officer
6.	Dorah M. chovo	Social services
7.	Judith Kashero	Town council Kilifi
8.	Jesmily Charo	ILO Assistant
9.	Mary Makena Gichuru	Ministry of Devolution and Planning
10.	Ruth Lewa	SOLWODI (K)
11.	Phoebe Masha	Agriculture
12.	Walter Chiriba	SOLWODI (K)
13.	Jocelyn Mansee	Youth department
14.	Irene Agum	Information
15.	Isabella Mwangi	Kesho organization

Meeting of implementing partners, SCOPES Office, Kilifi, 16 September 2013

	Name	Organization
1.	Catherine w. Musyoki	SCOPE
2.	Tsuma Rimba	Juakali, Kilifi
3.	Wilson Iha	SCOPE
4.	Jasho Bomu	SCOPE
5.	Fredrick M Thuua	SCOPE
6.	Lydia Kasiwa	MTG
7.	Dorcas Amakobe	MTG
8.	Jesmin Charo	Assistant Researcher
9.	Walter CHILIBAA	SOLWODI(K)
10.	Lydia Mwabonje	SOLWODI(K)
11.	Ruth Lewa	SOLWODI(K)
12.	Stephanie Blulounelither	SOLWODI(K) ECPAT

Attendance list of Kyangwithya West Locational Child Labour Committee held on 20 September 2013

	Name	Designation	Area
1.	Munyao Mwaki	Assistant chief	Tiva sub-location
2.	Proyera Ruth Ska	Assistant chief	Uyooni sub-location
3.	Benjamin John Wambua	Chief	Kyangwithya West
4.	Philip Munyoki	Assistant chief	Mululu sub-location
5.	Gabriel Nzusi Wambua	Assistant chief	Ndumoni
6.	Rose K. Daniel	C.F	Mulutu sub-location
7.	Sabina M. Muthami	C.F	Utooni sub-location
8.	Peter M. Kitheka	Religious B.organizer	n.a.
9.	Esther Mwema	Women representative	n.a.
10.	Joshua Muema	Community facilitator	n.a.

Attendance list of Katyethoka Commercial Firm Members held on 20 September 2013

	Name	Designation
1.	Bernadette Ngii Musili	Butternut farming
2.	Joshua K. Musili	Producer of fireless cooker
3.	Andronicus Mwanja Mutua	Commercial village facilitator
4.	Lena Mwenda Mutua Kaveta	n.a.
5.	Nathan Musili	n.a.
6.	Syombua Nyelele	n.a.
7.	Margret Ndii	n.a.
8.	Perpetua M. Malombe	n.a.
9.	Angeline Martha Muthya	n.a.
10.	Monicah Safari	n.a.
11.	Samuel M. Kilu	n.a.
12.	Japheth Wambua Nzaanzei	n.a.

Attendance list of meeting held at DCLC, Kitui on 19 September 2013

S/no	Name	Organization
1.	David M. Mbengeli	Ministry of education
2.	Nicodemus Mutua	Catholic diocese of Kitui
3.	Kinga Kimani	Probation officer
4.	Jacinta Mwongeli	Ministry of EAC, Committee and Tourism
5.	Josephine Paul	Catholic diocese of Kitui
6.	Felix Muia	Gender and social services
7.	Jacinta Mwinzi	Children department

Attendance list of meeting held at KDC, Kitui on 19 September 2013 (NGOs in Kitui)

S/no	Name	Organization
1.	Zablon Dianga	Child welfare society of Kenya
2.	Thomas M. Musyimi	Kitui Development centre
3.	Agnes M. Kanya	Kitui Development centre
4.	Nicodemus Mutua	Catholic diocese of Kitui
5.	Mary K. Njogu	Child welfare society of Kenya
6.	Josephine Paul	Catholic diocese of Kitui
7.	Janet Mumo	Kitui Development centre
8.	Crack Munyao	Kitui Development centre

Attendance list of District Labour Committee Meeting held at DIDC Hall, Busia, 11 September 2013

	Name	Organization
1.	Kephas Odhiambo	Ministry of Labour
2.	Elijah O. Nyamai	Ministry of Labour
3.	Beatrice Mbone	CLAN
4.	Mary Boke	Police
5.	Josephine Iseren	Ministry of Labour
6.	Rosemary Muyekho	Ministry of planning/Devolution(DIDC)
7.	Peter Makhoha	Busia County Office
8.	Emma Obuya	Ministry of agriculture
9.	Georgina Mujembi	Ministry of devolution and planning
10.	Boniface Odie	Children's department
11.	Catherine Amimo	Probation department
12.	Edgar Akide	Youth department
13.	Dr. Andrew Riechi	University of Nairobi-ILO Consultant
14.	Boniface w. Owoko	Rescou Counsellors
15.	Mary Atalitsa	Ministry of education
16.	Pamela Oendo	Ministry of education
17.	Lotta Nycander	ILO Independent
18.	Kennedy N.Chanzu	TSC
19.	Tasiana Mzozo	ILO

Annex VI: Activity schedule

Date	Activities (Nairobi, Busia, Kilifi and Kitui) Aug-Oct 2013
August	Review of documents
Mon 26/8	Briefing by Mr. Ricardo Furman, Evaluation Manager, ILO Hqs, IPEC, Geneva Briefing by Ms. Nadine Osseiran, Desk Officer, ILO Hqs, IPEC, Geneva
Thurs 29/8	Telephone conversation (practical issues/logistics) with Ms. Wangui Irimu, NPC SNAP Nairobi Telephone conversation with Dr. Andrew R. Riechi, independent consultant, Nairobi
Tues 3/9	Interview with Mr. Simon Steyne, Head, Social Dialogue and Partnership Interview with Ms. Mary Read, Head, Planning and Reporting, ILO Hqs, IPEC
Thurs 5/9	Telephone interview with Ms. Tanya, Child labour officer & Mr. Attakuju, Project Manager (for Kenya) US Labour Department.
Sun 8/9	L. Nycander travel to Nairobi, Kenya
Mon 9/9	Briefing by Ms. Wangui Irimu, NPC, Ms. Catherine Nderi, Sr. Programme Officer & Ms. Ester Wasike, Finance/Admin Officer, SNAP, ILO-IPEC office, Nairobi Interview Mr. David J. Drinkard, Dep. Economic Counsel & Mr. Alex K. Kagari, Economic Specialist, US Embassy, Nairobi Interview with Ms. Virginia Njerenga, Kenya Institute for Curriculum Development Interview with Mr. Benson Nyariaro, Head, Youth in Agriculture, Ministry of Agriculture Interview with Mr. Bernard Kiura, former NPC, IPEC TACKLE Project
Tues 10/9	Discussion with Mr. Isaiah B. Kirigua, Sr. Deputy Labour Commissioner, Mr. J.N. Ndiho, Asst Labour Commissioner & Ms. Christine Otieno, Senior Labour Officer, Child Labour Division, Ministry of Labour, Social Security & Services. Interview with Mr. Isaac Kiema, Project Coordinator, Federation of Kenya Employers (FKE) Interview with Mr. Noah Chanyisa Chune, Director of Education, Central Organisation of Trade Unions (COTU) Interview with Catherine Nderi, Sr. Programme Officer, SNAP, Westgate Mall
Wed 11/9	Travel by air to Kisumu & by road to Busia, Western Province. Discussed with Ms. Tasiana Mzozo, SNAP Local Project Coordinator (LPC). Participated in DCLC Meeting, DIDC Hall at DC's compound. Discussion at County Government office. Interview with Ms. Rodha Ngaira and Ms. Caroline Mwanza, International Child Support (ICS)
Thurs 12/9	Talked to H/T, teachers at Buyama Primary School & CRCs Interviews with former students of vocational skills training ⁹⁰ Discussion with guardians of child labourers and Sindamanyanga SHG ⁹¹ Meeting with Ms. Hillary Agoya, Chief in Nasewa, & LCLC members (Juliana, Joseph, Simon) of <i>Nyumba Kumi</i> (10 HHs). Interviews Ms. Halima Tebeny, OCDP, Police dept., visited Child Protection Unit. Discussion with chairperson & board members, Human Support Organization (HUSO) Interview with Mr. Nobert Oloo, Programme Officer, Kenya Union of Sugar Plantation Workers (KUSPW). Interview with Mr. Richard Koko Makhulo, Busia Site Coordinator, Kenya Long Distance Truck Drivers Union (KLDTDU)
Fri 13/9	Travelled to Nambale with Ms. Consolata Atieno, REEP. Interviews with students (CSR) at Igara Secondary School. Met Tumaini SHG ⁹² in Igara. Met Chief, Igara & discussed with animators, paralegals, parent educators child labour ambassadors & community health workers in Walatsi. Interviewed former trainees on metal work and in a hair salon, Nambale town Discussion with Farm Concern International & farmers in Tangakona (Commercial Village), Nambale. Discussion at hotel with Ms. Mary Makokha, REEP Director, and Mr. Joash Apollo, Officer in charge of ILO Funds.

⁹⁰ SHG activities: Members started business/SIYB, beadwork-basketry/earrings at Aroma market, Nasewa.

⁹¹ SHG activities: Banana suckers, sweet potato vines, traditional vegetables, and Kienyeji chicken/poultry, farming maize, "table banking" & Eco-skills-shoes.

⁹² SHG activities: Cultivated traditional vegetables, and "table banking".

Date	Activities (Nairobi, Busia, Kilifi and Kitui) Aug-Oct 2013
	Discussion with Patrick Were and Antony Masinde, Farm Concern International, at hotel. Departed from Busia to Kisumu by road. Departed by plane to Nairobi in evening.
Sat 14/9	Overnight in Nairobi
Sun 15/9	Discussion with Ms. Tasiana Mzozo, SNAP Local Project Coordinator (LPC). Travel by plane to Mombasa and by road to Kilifi (Coast Province)
Mon 16/9	Briefing by ILO LPC Paul Mwandikwa, Kilifi Interviews with H/T, project teacher, CRC (children), Zowerani Primary School FGD with LCLC members, guardians/parents & young persons Visiting IGA (chicken rearing) FGD with NGO management/staff: Ruth Lewa, Director, SOLWODI; Lydia Kasiwa, MTG; Jasho Bomu and Fredrick Thuva and representatives of SCOPE, JKA & ICT4D FGD with DCLC members in Kilifi, LPC office (DC office).
Tues 17/9	Interviews with H/T & teacher trained on SCREAM, Matsangoni Primary School. Talked with children in Primary & Secondary School & others who received vocational skills in a technical institute in Kilifi. Discussions with LCLC members, Matsangoni, and visited IGA. Interview with H/T, Kikambala Primary school & talked to Patron and pupils/members of Rights of Children Club (ROC). Travel to Mombasa.
Wed 18/9	Depart from Mombasa by plane to Nairobi, transfer by road to Kitui (East Province) Briefing by Mr. Titus Kithome, ILO LPC. Discussed with CRC members, Mutendea primary school. Interviews with Kaveta SHG ⁹³ members. Interview with LCLC members at Syongila Chief's office. Talked with older children from Mutendea at Kalundu market and Kaveta area (apprenticeship: Motorbike repair).
Thu 19/9	FGD at KDC office, with all involved NGOs/stakeholders: KDC, CWSK, Kilifi Juakali Association, and Catholic Diocese of Kilifi. Met IGA/SHG ⁹⁴ group, Manyenyoni area, Kitui township. Talked with CRC members (pupils), Philip Nzau and Stephen (CRC Patron) at Manyenyoni Primary School, Discussed with LCLC, Chief, Manyenyoni. DCLC meeting Cooperative Hall
Fri 20/9	Visit to Ithiani Youth Polytechnic. Talked with Mr. Justus Mbogo, Manager/Principal as well as tailoring trainees. Discussion with LCLC, at Chief's office, Kyangwithya West Location, Ithiani. Discussion with Ithiani Youth Polytechnic manager, instructor and trainees. Discussion with Mulutu SHG ⁹⁵ Kunuwua Discussion with Mr. Titus Kithome, ILO LPC Travelled to Katyethoka, visited commercial village & Farm Concern International. Interview with Mr. Shadrack Nduti, Association of the Physically Disabled in Kenya (APDK, Kitui). Departed by road to Nairobi, arrived at 8 pm.
Mon 23/9	Telephone interview with Mr. Enos Omondi, (former) IPEC-SNAP Programme Officer, Monitoring and Evaluation former M&E staff member, SNAP. Discussion with Wangui Irimu, NPC, at hotel, Nairobi Preparing presentation
Tues 24/9	Discussion with Kenya Alliance for the Advancement of Children Rights (KAARC) Discussion with Association of Media Women in Kenya (AMWIK) Discussion with Kenya National Bureau of Statistics (KNBS)
Wed 25/9	Evaluation team prepared for presentation at Validation Workshop Interview with Ms. Ester Wasike, Finance/Admin, SNAP Discussion with Mr. Minoru Ogasawara, Project Coordinator for Africa TACKLE project, IPEC-ILO, Nairobi

⁹³ SHG activities: Merry go round, bead work, goat keeping

⁹⁴ SHG activities: Table banking, merry go round, poultry project, basketry, bead work

⁹⁵ SHG activities: Cereal shop and "merry-go-round".

Date	Activities (Nairobi, Busia, Kilifi and Kitui) Aug-Oct 2013
Thurs 26/9	Presented preliminary findings of SNAP Final Evaluation at a Validation Workshop, Nairobi Safari Club Hotel - with Q&A session, group work in 5 groups & presentations on sustainability and the way forward on issues of child labour. L. Nycander departed for Geneva
Fri 27/9	L. Nycander arrived in Geneva

Annex VII: Documents reviewed/referred to

- Global Report on Child Labour at the Hague Conference.
- Terms of Reference for the Final Evaluation
- Creating the enabling environment to establish models for child labour free areas in Kenya: Support to the implementation of the National Action Plan for the Elimination of the Worst Forms of Child Labour with special focus on agriculture and older children. ILO Project Document 2009
- FINAL DRAFT, KENYA DECENT WORK COUNTRY PROGRAMME, 2013 – 2016
- Vision 2030 first Medium Term Plan (MTP I) targets and the Millennium Development Goals (MDGs).
- Project Technical Progress Reports (TPR):
 - TPR March - Aug 2010
 - TPR Sept 2010- March 2011
 - TPR April 2011 - Sept 2011
 - TPR October 2011 - March 2012
 - TPR April 2012 - Sept 2012
 - TPR Oct 2012 - March 2013
- Draft report: In-depth study on SNAP
- Sustainability and resource mobilisation strategy, SNAP
- Communication strategy, SNAP
- Self-Evaluation report 2013, SNAP
- Annual review report 2012. SNAP
- National Constitution of Kenya 2012
- National Steering Committee (Kenya), Minutes of meetings
- National Child Labour Policy
- Child Labour National Action Plan
- An independent Mid-Term Review (MTR) by a team of external consultants, March 2012, (IPEC/EVAL/2012/04)
- ADVOCACY AND COMMUNICATION STRATEGY ON ELIMINATION OF CHILD LABOUR (SEPTEMBER 2011), ILO
- IPEC action against child labour 2010–2011: Progress and future priorities February 2012, International Programme on the Elimination of Child Labour (IPEC) International Labour Office
- Kenya child labour baseline survey: Busia district report, October 2011, IPEC, ILO 2012.
- TACKLE evaluation report, ILO 2013

- Supporting the National Plan of Action for the Elimination of the Worst Forms of Child Labour in Kenya KEN/04/50/USA. An independent expanded final evaluation by a team of external consultants May 2009
- <http://www.dol.gov/ilab/programs/ocft/2012TDA/kenya.pdf> (2012 findings on WFCL in Kenya, USDOL)
- Report on Child and Youth Employment Survey
- OSH Manual, ILO (EFK)
- Kenya Vision 2013
- UNDAF 2009 - 2013
- MDG report 2010
- IPEC Action against Child Labour 2010–2011: Progress and future priorities February 2012, International Programme on the Elimination of Child Labour (IPEC) International Labour Office.
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⁹⁶ sourced from <http://www.brookings.edu/research/opinions/2013/09/07-kenya-economics-primary-education-kimenyi>

Annex VIII: Results in numbers (IA, type of intervention, sex, age groups)

		Overall Targets	5 to 11		12 to 14		15 to 17		TOTAL ACHIEVED	% Change
			Boys	Girls	Boys	Girls	Boys	Girls		
ICS	Protection	110	0	0	0	0	10	25	35	31.82
	Removal	800	40	47	154	132	275	238	886	110.75
	Prevention	1000	283	306	174	140	42	55	1000	100.00
	CSEC= Part of withdrawal	0	0	0	0	0	0	0	0	0.00
	Families	250	0	0	0	0	0	250	250	100.00
REEP	Protection	20	0	0	0	0	14	6	20	100.00
	Removal	190	15	7	46	51	64	46	229	120.53
	Prevention	200	77	74	22	26	1	0	200	100.00
	CSEC= Part of withdrawal	30	0	0	0	0	11	39	50	166.67
	Families	50	0	0	0	0	0	95	95	190.00
HUSO	Protection	0	0	0	0	0	0	0	0	0.00
	Removal	280	66	68	40	37	64	61	336	120.00
	Prevention	300	52	55	47	63	12	25	254	84.67
	CSEC= Part of withdrawal	20	0	0	0	0	2	20	22	110.00
	Families	100	100	0	0	0	0	0	100	100.00
KDC	Protection	60	0	0	0	0	35	25	60	100.00
	Removal	800	10	215	217	196	100	74	812	101.50
	Prevention	1020	237	230	145	120	216	99	1047	102.65
	CSEC= Part of withdrawal	0	0	0	0	0	0	0	0	0.00
	Families	220	0	0	0	0	0	220	220	100.00
CWSK	Protection	0	0	0	0	0	0	0	0	0.00
	Removal	270	55	36	47	57	57	24	276	102.22
	Prevention	300	108	97	39	45	6	7	302	100.67
	CSEC= Part of withdrawal	30	0	0	0	0	0	0	0	0.00
	Families	40	0	0	0	0	0	390	390	975.00
CDK	Protection	50	0	0	0	0	0	0	0	0.00
	Removal	350	30	31	60	56	62	64	303	86.57
	Prevention	420	108	135	74	113	24	28	482	114.76
	CSEC= Part of withdrawal	0	0	0	0	0	0	0	0	0.00
	Families	130	228	0	0	0	0	0	228	175.38

		Overall Targets	5 to 11		12 to 14		15 to 17		TOTAL ACHIEVED	% Change
			Boys	Girls	Boys	Girls	Boys	Girls		
SOLWODI	Protection	0	0	0	0	0	0	0	0	0.00
	Removal	300	22	20	50	50	82	117	341	113.67
	Prevention	270	37	53	63	70	46	40	309	114.44
	CSEC= Part of withdrawal	70	0	2	0	10	0	75	87	124.29
	Families	80	0	0	0	0	0	100	100	125.00
MTG-K	Protection	40	0	0	0	2	0	0	2	5.00
	Removal	450	0	96	0	158	0	130	384	85.33
	Prevention	450	0	209	0	205	0	91	505	112.22
	CSEC= Part of withdrawal	40	0	15	0	30	0	23	68	170.00
	Families	100	0	0	0	0	0	84	84	84.00
SCOPE	Protection	40	0	0	0	0	22	8	30	75.00
	Removal	330	53	46	62	55	36	38	290	87.88
	Prevention	320	76	55	91	44	27	17	310	96.88
	CSEC= Part of withdrawal	30	0	0	0	0	9	31	40	133.33
	Families	90	0	0	0	0	0	90	90	100.00
OVERALL	Protection	300	0	0	0	2	81	64	147	49.00
	Removal	3,700	291	566	676	792	740	792	3,857	104.24
	Prevention	4,155	978	1214	655	826	374	362	4,409	106.11
	CSEC= Part of withdrawal	200	0	17	0	40	22	188	267	133.50
	Families	1,000	328	0	0	0	0	1229	1,557	155.70

Annex IX: Assessment of reported achievements

Area of Work + (Outputs)	Project immediate objective ⁹⁷	Evaluator selected indicator or evidence	Selected indicator or evidence statement				Evaluation team comments (if applicable)
			Planned targets **		Achievements		
			Quantitative	Qualitative	Quant.	Qual.	
1.1: Child labour further integrated into devt` policies & strategies.	IO.1: Policies harmonized & enforced	Validation workshops	3 national instruments were targeted ⁹⁸	Mainstreaming of CL concerns	2 of the planned policies.	Review of NAP & NCLP made	Integration also in new DWCP & UNDAF
1.2 Enhanced enforcement of legislation relevant to child labour.		Database, Reports			1 database (NCCC), 3 baseline surveys		
1.3 Advocacy and communication strategy designed and implemented .		2 Documents			2 developed (Advocacy & Com. Strategy)	Well developed, disseminated & used	
1.4 Partnerships and networks (establ.) to support & coordinate..	D:0		A CL Network of organisations (GO and NGO) set up by MOL			Active	Led by GOK
2.1: Capacity of relevant institutions, structures and partners to take effective action against child labour strengthened .	IO.2: Capacity enhanced to support NAP impl.				x	x	
2.2. Capacity of partners to collect and analyse information on child labour enhanced							

⁹⁷ IO is immediate objective here summarised.

⁹⁸ These are: National constitution; Children Act; Employment Act; National Action Plan (NAP) on elimination of CL Most of the policies and laws have been targeted in the past by TBP SP. Only new policies were to be targeted.

Area of Work + (Outputs)	Project immediate objective ⁹⁷	Evaluator selected indicator or evidence	Selected indicator or evidence statement				Evaluation team comments (if applicable)
			Planned targets **		Achievements		
			Quantitative	Qualitative	Quant.	Qual.	
3.1 Models for effective local structures established or strengthened in selected (child labour free areas).	IO.3: Models in 3 districts tested & document.					Protection most difficult of the three intervention (types)	
3.2 Access and availability of relevant education and skills training enhanced			Total to be reached (overall obj): 8,155, include. CSEC		Total reached (overall obj include. CSEC j): 8,388.		
3.3 Scalable models of intervention are implemented , documented and disseminated.			3 impl. and disseminated		3	Good cooperation with GoK and stakeholders. High level of efforts.	
3.4 Socio-economic capacity of families to support their children's needs enhanced		Project data from three districts	1000	Raised income	1557	Impact & sust. Diff. to assess.	Late implementation of IGAs – outcome too early to determine.

NB: The figures for removal include withdrawal of girls and boys in the category “commercial sex exploitation of children” (CSEC). The target was 200, and the reported number reached is 267.

Annex X: Action Programmes of the SNAP

Serial No.	Mini/Action Programme or Service Contract number (P340.92.235.051 or P340.02.900.050 BL21 Pos 003)	Title of AP/SC and name of Implementing Agency	Category of constituent or other ⁹⁹	Amount in US \$	Type of intervention ¹⁰⁰	Start date	Expected completion date
1	P.250.08.130.151 (BL 021.03)	Baseline Survey on Child Labour in Busia, Kitui and Kilifi Districts of Kenya with a focus on the Worst Forms of Child Labour (WFCL) Kenya National Bureau of Statistics	Government	89,958.00	Research	13 Sep 10	31 mar 12 Completed
2.	P.250.08.130.151 (BL 021.08)	Local Labour Market survey on marketable vocational skills, income generating activities and social protection schemes for children withdrawn from child labour and their families, Consultancy	Consultancy	30,000.00	Research	22 Jul 11	30 Sep. 11 Completed
3	P.250.08.130.151 (BL 021.09)	An integrated approach towards Elimination of worst forms of child labour in Kitui District Kitui Development Centre (KDC)	NGO	139,361.25	Direct Action	10 Feb-11	1-Feb.-13 (31-may-13)
4	P.250.08.130.151 (BL 021.10)	The removal, rehabilitation and prevention of Children engaged in the Worst forms of child labour and CSE in Mtwapa and Kikambala Locations, Kilifi District. Solidarity With Women in Distress (SOLWODI)	NGO	84,758.00 (99,979)	Direct Action	23-Feb-11	1-Dec.-12 (10 May 13)
5	P.250.08.130.151 (BL 021.11)	Combating Child Labour through Education and Training in Busia International Child Support (ICS)	NGO	128, 894.00	Direct Action	17 Feb 11	1 Jan 13 (31 Mar 13)
6	P.250.08.130.151 (BL 021.12)	Enhancing the response of local stakeholders to prevent and respond to child labour situations in Busia District Human Support Organization (HUSO)	NGO	44,908.00	Direct action	21 Feb 11	1-Jun-12 Closed

⁹⁹ Please indicate whether the implementing agency is a Government Agency, Employers' or Workers' Organization, NGO, UN Agency or Other.

¹⁰⁰ Please use the "[Guide to types of interventions](#)" to select the type of intervention the action/mini programme/contract has targetted.

Serial No.	Mini/Action Programme or Service Contract number (P340.92.235.051 or P340.02.900.050 BL21 Pos 003)	Title of AP/SC and name of Implementing Agency	Category of constituent or other ⁹⁹	Amount in US \$	Type of intervention ¹⁰⁰	Start date	Expected completion date
7	P.250.08.130.151 (BL 021.15)	A holistic approach towards Combating child labour in Kyangwithya West Location of Kitui - Catholic Diocese of Kitui	FBO	68,989.00 (79,989)	Direct action	22-Feb-11	28 Feb. 13 (22 may 13)
8	P.250.08.130.151 (BL 021.18)	Football for the elimination of girl child labour in Kilifi County Moving The Goal Posts (MTG), Kilifi, Kenya.	NGO	99,994.00	Direct action	22 Jun 11	21 Mar 12
9	P.250.08.130.151 (BL 021.20)	Prevention and withdrawal of children from child labour through community empowerment in Kilifi Central Location. Strengthening Community Partnership and Empowerment (SCOPE)	NGO	80,000.00	Direct action	21 Jun 11	20 Jun 13
10	P.250.08.130.151 (BL 021.22)	Fighting HIV induced child labour through education in Walatsi Location Rural Education and Economic Enhancement Programme (REEP).	NGO	58,385.00	Direct action	17 Jun 11	16 Apr 13 (16 Jul 13)
11	P.250.08.130.151 (BL 021.23)	An integrated area based approach for combating all forms of child labour in Mutune location in Kitui District. Child Welfare Society of Kenya (CWSK)	NGO	50,000.00	Direct action	17 Jun 13	16 Apr 13
12	P.250.08.130.151 (BL 021.17)	Trade Union initiative to the Implementation of the National Action Plan on Child Labour. Central Organisation of Trade Unions (COTU) Kenya	Trade Union	48,977.00	Capacity Building / Awareness raising	Oct 11	Sept 12 (11 May 13)
13	P.250.08.130.151 (BL 021.21)	Contributing towards the prevention of Child Labour in the sugar sub sector work force Kenya Union of Sugar Plantations and Allied Workers (KUSPAW)	Trade Union	19,988.75 (24,793)	Capacity Building / Awareness raising	Oct 11	Aug 12 (30 Mar 13)

Serial No.	Mini/Action Programme or Service Contract number (P340.92.235.051 or P340.02.900.050 BL21 Pos 003)	Title of AP/SC and name of Implementing Agency	Category of constituent or other ⁹⁹	Amount in US \$	Type of intervention ¹⁰⁰	Start date	Expected completion date
14	P.250.08.130.151 (BL 021.02)	Creating awareness around the issue of child labour and encouraging action to end child labour among truck drivers and other stakeholders in the long distance transportation system at Busia Point (Mini AP) Kenya Long Distance Track Drivers Union (KLDTDU)	Trade Union	4,987.50	Capacity building / Awareness raising	Dec 11	May 12 Closed
15	P.250.08.130.151 (BL 021.13)	Trade Union Contribution to the Creation of Child labour Free Zones through Awareness raising and advocacy against Child Domestic Labour Kenya Union of Domestic, Hotel, Educational Institutions, Hospitals, and Allied Workers (KUDHEIHA)	Trade Union	28,406.00	Capacity building / Awareness raising	10 may 12	9 may 13
16	P.250.08.130.151 (BL 021.26)	Trade Union Action against Child Labour especially WFCL in Agriculture Sector in Kilifii County Kenya Plantation and Allied Workers Union (KPAWU)	Trade Union	39,957.00	Capacity building / Awareness raising	9 may 12	8 may 13
17	P.250.08.130.151 (BL 021.16)	Enhancing the Role of Employers through promotion of safe work for youth in the Elimination of Child Labour and Support to National Action Plan. Federation of Kenya Employers (FKE)	Employer Organisation	70,000.00 (81,952)	Capacity building / Awareness raising	11 nay 12	10 Aug 13
18	P.250.08.130.151 (BL 021..19)	Support to the elimination of child labour for older children (15-17 years old) working in the informal sector in Kilifi. Kilifi Jua Kali Association (JKA)	Informal sector association	4,999.00	Capacity building / Awareness raising	7 Jun 12	6 Dec 12 (7 Mar 13) Closed
19	P.250.08.130.151 (BL 021.03)	Mitigating against Child Labour through Smallholder Commercialization and Market Development for Enhanced Access to Income and economic Development Farm Concern International (FCI)	NGO	80,000.00	Direct action	3 Oct. 12	26 Oct 13

Serial No.	Mini/Action Programme or Service Contract number (P340.92.235.051 or P340.02.900.050 BL21 Pos 003)	Title of AP/SC and name of Implementing Agency	Category of constituent or other ⁹⁹	Amount in US \$	Type of intervention ¹⁰⁰	Start date	Expected completion date
20	P.250.08.130.151 (BL 021.32)	Capacity building and training for social partners, child labour focal points and District Stakeholders in support for the implementation of the National Action Plan on the Elimination of Child Labour under the SNAP project - Ministry of Labour (support provided through workshops and consultancies)	Government	37,906	Capacity building / Awareness raising	22-Oct 12	31 Jul 13
21	P.250.08.130.151 (BL 021.28)	Child labour Documentary	Consultancy	8,901	Video Documentary	1 Dec 12	30 Apr
22	P.250.08.130.151 (BL 021.27)	Capacity Building on Effective Media Use – Association of Media Women in Kenya	NGO	9,994	Capacity building	27 Aug 12	30 Nov 12
23	P.250.08.130.151 (BL 021.07)	Baseline Survey on Policy, Legislative and Capacity Analysis in Busia, Kitui-Central and Kilifi Districts in Kenya	Consultancy	15,950	study	Apr 10	Jul 10 completed
24	P.250.08.130.151 (BL 021.02)	Creating a conducive learning environment, Free of child labour for children with disability – Association of Physically Handicapped in Kenya (APDK)	NGO	5,000	Awareness raising	1 Apr. 13	31 Jul. 13
25	P.250.08.130.151 (BL 017.50)	Studies (3) on the situation of conducive learning environment for children withdrawn and prevented from child labour in schools in Kilifi, Kitui and Busia Districts in Kenya	Excol	7,265	Studies	Dec 12	30 Apr 13

Table 1. Source: SNAP TPR April 2013 (modified from original table).